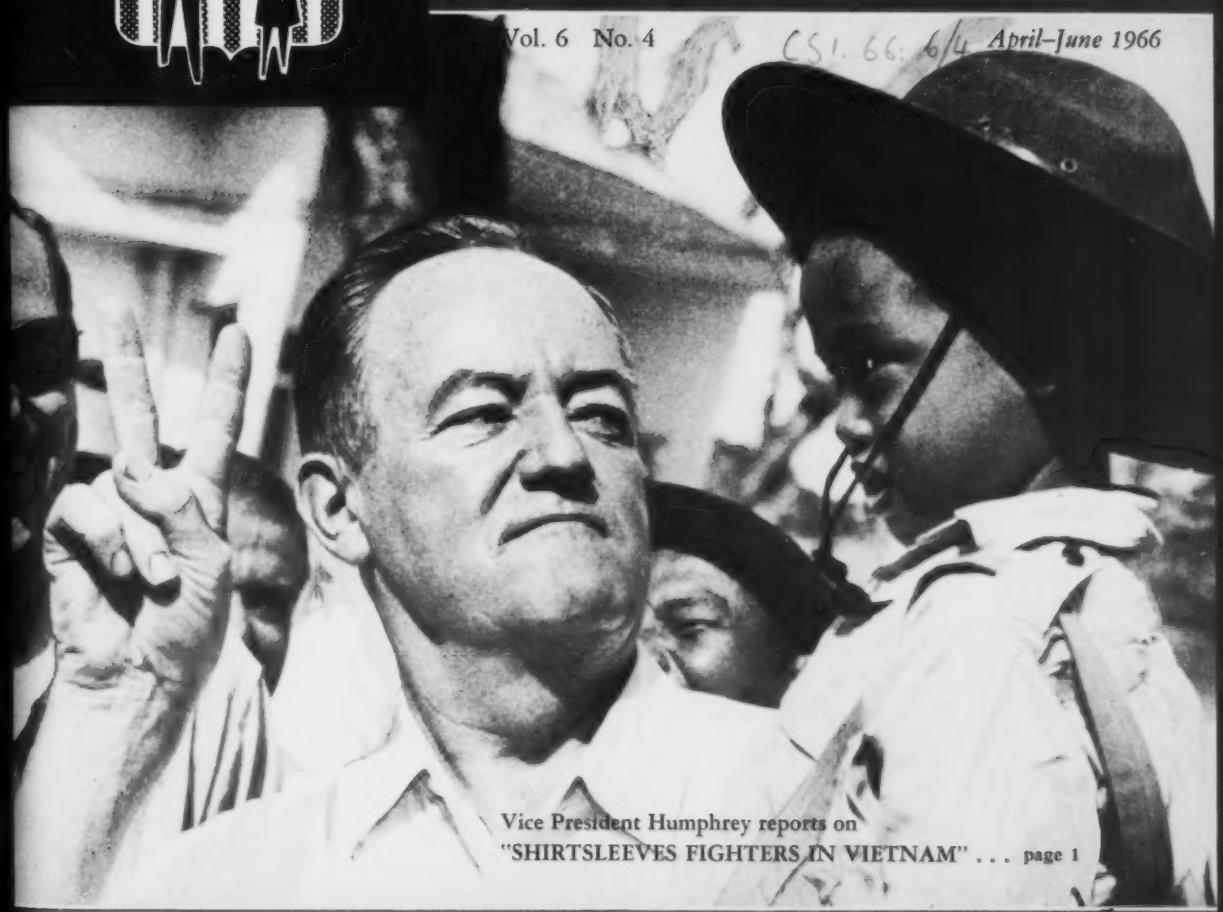
Civil Service Journal

Vol. 6 No. 4 April–June 1966

CS1. 66: 6/4



Vice President Humphrey reports on
"SHIRTSLEEVES FIGHTERS IN VIETNAM" . . . page 1

DOCUMENTS DEPT
AUG 8 1966
Duke University Library

UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

Volume 6 Number 4

April–June 1966

CONTENTS

Articles

	Page
The Shirtsleeves War in Vietnam by Hon. Hubert H. Humphrey	1
Design for the Future by Sheldon S. Cohen	8
Sharpening Employee Skills by Nicholas J. Oganovic	13
Future Goals for Public Service by John W. Macy, Jr.	18

Special Supplement

Five-Year Index to the Civil Service Journal

Departments

Training Digest	16
Legal Decisions	21
The Awards Story	22
Shelf-Help	24

U.S. Civil Service Commission

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting

INCREASED FLEXIBILITY of the civil service system is demonstrated in a special authority issued by the Civil Service Commission for expedited appointments of certain eligibles from the Federal-Service Entrance Examination. For appointments in the Washington, D.C., metropolitan area, agencies are authorized to enter on duty at GS–5 or 7 any current FSEE eligible with a rating of 89.0 or higher, without having to make formal request for certification. The Commission based its action on the fact that this is an exceptionally large register used by many agencies, and the rate of usage guarantees that applicants of this caliber are certain of consideration. The authority is subject to apportionment requirements, and is scheduled to remain in effect until November 1, 1966, when its continuing value will be assessed. Nevertheless, it offers agencies a valuable means for streamlining the career-conditional appointment procedures for certain high-quality personnel. Some regional offices of the Commission have adopted a similar approach to expedite appointments from the FSEE.

WHITE HOUSE FELLOWS, winners of a nationwide talent search completed this spring, will take up their Government jobs in September. Eighteen outstanding young Americans in fields ranging from law to physics and business were selected to receive high-level experience behind the scenes in the Federal Government.

White House Fellows are picked from among college graduates between the ages of 23 and 35. Several work as special assistants in the White House and one is assigned to each Cabinet officer.

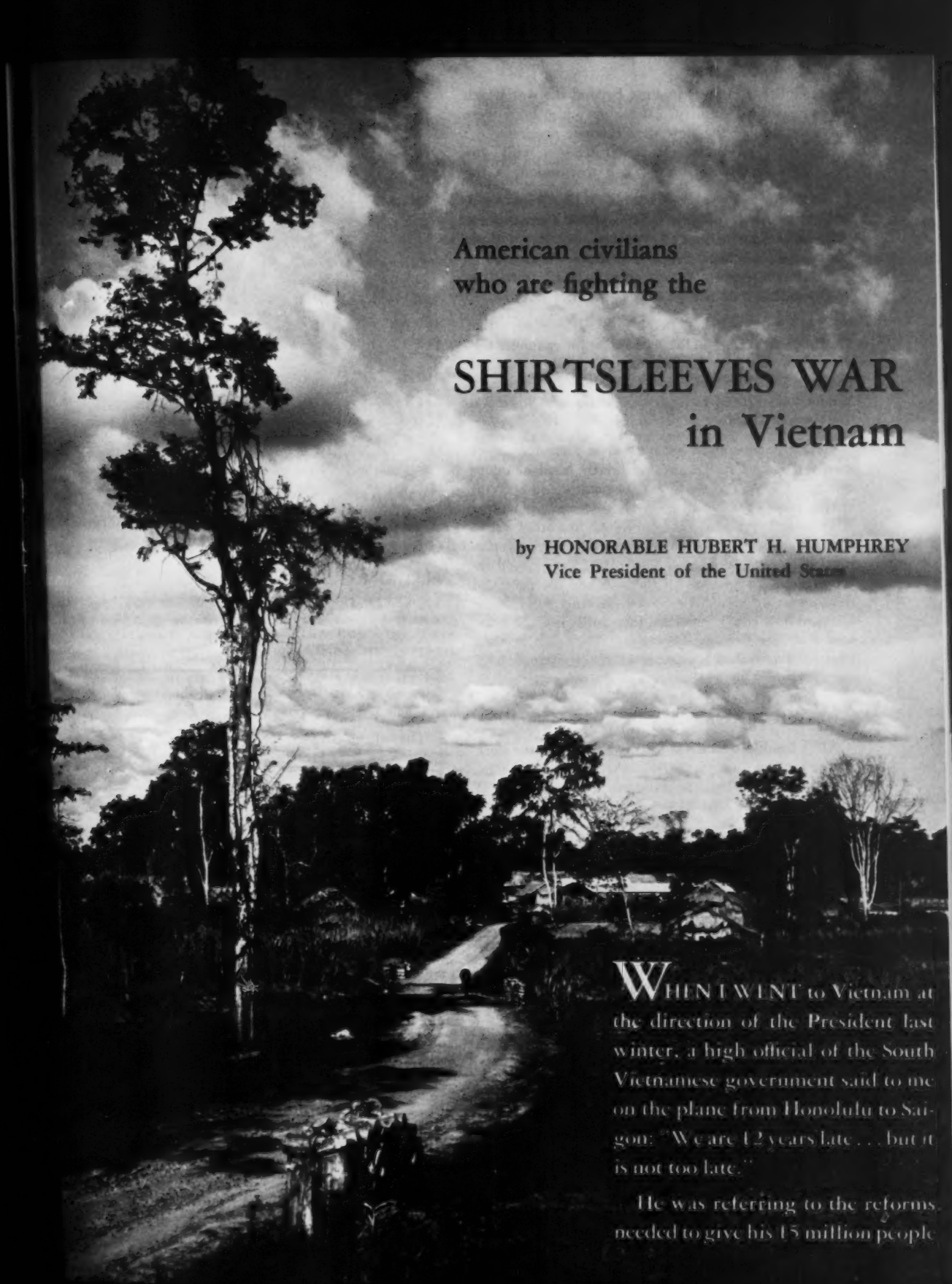
The 18 winners are: William S. Abbott, 27, Harvard law school student from Watertown, Mass.; Walter S. Baer, 28, physicist from Madison, N.J.; John W. Bassett, Jr., 28, attorney from Roswell, N. Mex.; Jane P. Cahill, 33, personnel manager from Washington, D.C.; Richard D. Copaken, 24, Harvard law student from Kansas City, Mo.; Thomas E. Cronin, 26, Standford University research assistant from Milton, Mass.; William P. Graham, 31, a marketing manager from Hartsdale, N.Y.; Sanford D. Greenberg, 25, president of a research and development firm in Cambridge, Mass.; Samuel H. Howard, 26, financial analyst, San Jose, Calif.; Walter J. Humann, 28, engineer from Dallas, Tex.; Thomas O. Jones, advisory marketing representative from Wynnewood, Pa.; F. Pierce Linaweaver, Jr., 31, engineer from Baltimore, Md.; Charles D. Ravenel, 28, investment banker from New York City; James P. Maloney, Jr., 33, a marketing manager from Glenview, Ill.; John W. McCarter, Jr., 28, management consultant from Chicago, Ill.; J. Timothy McGinley, 25, an assistant dean at Harvard Business School; Maj. John S. Pustay, 34, faculty member at the U.S. Air Force Academy; and Dr. Harold P. Smith, Jr., 30, assistant professor at the University of California in Berkeley.

IMPROVED SERVICE TO THE PUBLIC was the subject of a report made to the President June 22 by CSC Chairman John W. Macy, Jr. When the President inaugurated a new drive for better service in No-

(Continued—See Inside Back Cover)

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: James C. Spry, Public Information Office, Room 5F07, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C., 20415. Telephone 343–7392 or Code 183, Extension 7392. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C., 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

VOLUME 4 ISSUE 1



American civilians
who are fighting the

SHIRTSLEEVES WAR in Vietnam

by HONORABLE HUBERT H. HUMPHREY
Vice President of the United States

WHEN I WENT to Vietnam at the direction of the President last winter, a high official of the South Vietnamese government said to me on the plane from Honolulu to Saigon: "We are 12 years late . . . but it is not too late."

He was referring to the reforms needed to give his 15 million people

a better life. He was looking beyond the war which has ravaged his country. What gave him hope were advances under the new development program, the agricultural advances, the 2,300 schools built, the 6,200,000 textbooks printed and distributed in the past 3 years.

He has reason for hope. Throughout Vietnam there are visible signs of progress—a new well dug, a clinic constructed, a school roofed, a fish pond stocked. In themselves they may not seem much, especially in relation to the needs. But they are steps in the right direction.

The United States is helping take those steps too. During fiscal year 1966 the Agency for International Development, which administers economic assistance, committed $729 million in aid, including agricultural products distributed through the Public Law 480 Food for Peace program.

AID maintains its largest mission in Vietnam. More than a thousand Americans are directly hired or under contract. They, and the 1,600 Vietnamese and 300 citizens of other Free World countries who are employed by AID, are fighting what has been called "the other war in Vietnam." I call it "the shirtsleeves war." Through personal observations and staff assistance I have pulled together some information on that war and the dedicated freedom-loving civilians who are fighting it. I know firsthand how vitally important their battle is—and I saw how doggedly they are waging it. Their efforts, their resourcefulness, their bravery, and their determination fill me with pride—which I want to share with others.

"THERE IS NO LIMIT . . ."

AID's headquarters are in Saigon, but most of the work is done in the provinces. AID has assigned a representative, and in most cases an assistant, to direct the AID program in each of the 43 provinces.

The "prov rep" is the American AID man who, more than any other, makes it possible to say, "we are not too late." An AID prov rep must be a little of everything. He knows how to fill out an invoice for a bulk shipment of steel bars and cement, and he knows how to build a makeshift wheelchair for an invalid child. He can compose and dispatch clear reports to Washington and he can teach tribal women how to cook bulgur wheat. He can live for days in a cave if he has to, and he can breathe underwater through a straw in a rice paddy.

There is no limit, it seems, on what an AID man must do in Vietnam. One moonlit night last year, Sanford (Sandy) Stone, of Cleveland, Ohio, a Deputy Regional Representative for AID, found himself sitting in a mortar pit, hoping the Viet Cong would agree with him that it was too beautiful—and too brilliant—a night to fight.

"I kept saying to myself," he said in telling about it later, "Stone, you spent 21 years in the army: What are you doing here as a civilian?"

LAURENCE D. ANDERSON, Jr., Assistant "Prov-Rep" in Bien Hoa Province, spends most of his time out in the field with the people. AID has representatives in each of Vietnam's 43 provinces. (*AID photos*)

The village of Song Be had been attacked the week before; the AID Provincial Representative had been sent back to Saigon with the body of his murdered Filipino assistant, and Sandy had been sent in to see what he could do to help the townspeople recover from the assault. Sandy saw to it that food was shipped in from Saigon, enlisted four volunteers to restring the electric power lines, recruited more people to lay enough water pipe to supply the hospital and provincial headquarters with water.

With the assistance of a Vietnamese officer he assembled work crews, offering wages of one AID can of cooking oil a day per man.

"We've got to do something to change the scenery around here," he told the people. The workers appeared—men, women and children—and within a couple of days shattered stores had been cleared away, and a bomb crater filled in. Roofing provided by AID covered the town market and the remaining damage was erased.

The work helped morale, Sandy said. "There's a psychological uplift," he said, "in people doing some-

thing for themselves like building a market. If they put their own effort into it, it means that much more."

Other problems arose. The hospital had no food, so Sandy arranged for rice and vegetables. Dead Viet Cong lying around the countryside were breeding grounds for diseases that could be spread by flying insects. Sandy requested DDT teams.

About 5 days after the attack, intelligence reports came to the defenders of Song Be that two Viet Cong battalions were returning to finish the job their companions had muffed earlier. Every man was called for guard duty, and Sandy, a veteran of World War II and Korea who had only retired from the Army in August 1963, found himself back in a set of fatigues in the mortar pit in the American military compound.

"Fortunately," he said, "it was a beautiful, moonlit night. If I had been in charge of the forces attacking, I would have called it off." The Viet Cong apparently felt the same way because they never came.

Sandy has expressed the situation well.

"In Vietnam," he said, "we are faced with a new kind of war where a purely military solution is impossible. Unless military action is combined with social, political, and economic improvements so the rural people are given a stake in their country worth defending, there can be no permanent victory here over communism."

It is the AID prov rep who brings home to the farmers and the fishermen of Vietnam the understanding that Americans are fighting for more than just military victories, that we are also fighting "the other war"—the war against poverty, ignorance, and disease. We are there not only with soldiers, sailors and airmen, but with nurses, teachers and farm experts.

STRENGTHENING EDUCATION is one of AID's major endeavors in Vietnam. AID education advisor Dan Cox is shown working with local teachers in a classroom.

Last year, AID medical personnel assisted the Vietnamese in administering 23 million inoculations for cholera, smallpox, the plague, and other diseases—enough for one and a half shots for every man, woman, and child in the entire country. AID has also helped build and stock 12,500 rural health clinics—an average of one for every hamlet. More than 9,000 elementary and secondary school classrooms have been added. To grow better crops and increase farm income, AID has helped distribute nearly 100,000 tons of fertilizer under the Vietnam Government's credit fertilizer program.

All of these statistics point in one direction: nation-building. The opportunity to help save and build a nation is the real challenge for the United States in Vietnam. It is a challenge of enormous proportions. Even without a war, the task would be an awesome one. The average Vietnamese has an income equivalent to $115 a year. Less than half the people can read and write. There are only 200 Vietnamese civilian doctors.

To relieve this situation, AID hires its own doctors when it can, gets help from the Public Health Service through doctors on loan, and finances a program started last summer called Project Vietnam. Under this program, American doctors can volunteer for 60 days' service in a Vietnamese provincial hospital. The dollar cost of AID's health programs this year will be about $45 million.

One of Project Vietnam's volunteers, Dr. Martin Funk of Park Ridge, Ill., reported to the 66-bed hospital in the city of Kontum in central Vietnam's remote highlands to find only one Vietnamese doctor available to treat the needs of the 74,000 citizens. There was no clinic for outpatient treatment.

"My primary concern in medicine is to keep people well," Dr. Funk said. "I am interested in controlling ailments in their early stages so people don't have to go to the hospital." That's why he decided to begin an outpatient clinic.

"I started with nothing," he said. "No interpreter, technicians, nurses, or medications." He got an extra room in the hospital for his clinic, painted it, and put in fluorescent lights and running water. A United States Army doctor stationed in Kontum volunteered to help with the clinic.

"We started with a couple of bottles of pills and 20 patients," he said.

News about the clinic began to spread. In less than

COVER PHOTO: Vice President Humphrey shows the "V" for victory sign to a young Vietnamese during his tour of Vietnam. (*Photo by AID*)

2 months Dr. Funk was handling as many as 121 patients in a single morning.

Weekends, Dr. Funk went to villages in the province with American soldiers to hold sick call. Some of the villagers had never seen an American before.

"Usually when we went into a village, they would seem apprehensive," he related. "But after 5 or 10 minutes, they would start to relax and by the time I left, they would be very amiable."

"We would always try to leave the message with the people that if they were ill, they should come to the clinic for care."

Many of them did come, including Viet Cong prisoners brought in by the police. Their diseases included pneumonia, arthritis, tapeworm, diarrhea, and tuberculosis.

"I think I have seen more TB here than in my entire practice at home," he said.

Why did a successful doctor with a comfortable practice in the heart of America volunteer to travel halfway around the world and put himself in the middle of a remote and primitive society, hundreds of years behind all that he was accustomed to? Dr. Funk says he went to Vietnam "because there was something to be done, and I wanted to help."

A MILLION REFUGEES

The battle to overcome the problems that beset the Vietnamese is made more difficult by the swelling numbers of refugees. The fighting has created almost 1 million refugees—mostly women and children who have been forced to flee from their homes. AID men and women help these refugees at first to maintain themselves, and then to find new homes. There are 235 refugee camps in the country, mostly in the coastal areas.

Through the Government of Vietnam, AID sees that foodstuffs are distributed, that tin roofing is put up over the new homes, that latrines are dug and clinics established. Already nearly 500,000 refugees have been resettled through AID's assistance.

Frank Wisner, 27, a native of Washington, D.C., is one of the AID employees helping the refugees. In a small camp 55 miles from Saigon, he works side by side with the Vietnamese.

"When I first came here, the people wouldn't talk to me," he said. "They didn't know what to think, being forced out of their homes and thinking they had nowhere to go. I speak Vietnamese, and now that they know I am here to help them, they talk to me all the time."

The farmers Wisner referred to were part of 25,000 refugees in Dinh Tuong Province, the scene of some of the fiercest fighting in the Delta south of Saigon. Wisner is assistant provincial representative, and he sees to it that the refugees get clothing, food, medical care, housing, and finally the means to earn a living. For one family he helped establish a small furniture-making operation so that they could earn their own living on the market.

To the north, in the port city of Danang, another provincial operations officer is equally successful in quite a different way. Roger Burgess of Holyoke, Mass., is a former vice president of the Amalgamated Transit Workers Union. He reported for duty in Vietnam last September. Vietnamese newcomers are not Burgess' major problem, but the sudden arrival of thousands of American military personnel has created heavy demands on the city's transportation, electricity, and garbage disposal systems. A community relations council has been established to help iron out differences, and Burgess has helped increase the cargo handling ability of the port.

At a recent livestock fair in Danang, Burgess says, American pigs were the biggest hit. Burgess plans to distribute another 300 of them around the farming outskirts of Danang before the end of spring. AID's so-called pig-corn program has been one of the Agency's outstanding success stories. It was started in 1963 by a former chairman of the Federal Farm Credit Board, Earl Brockman, poultry farmer from Idaho. The program is a joint effort of the National Federation of Agricultural Cooperation Associations of Vietnam, which distributes supplies and offers credit to buy the pigs. The AID Mission provides cement for the pigsties and surplus feed grains for the pigs. The program has put tens of thousands of Vietnamese farmers into the pig-raising business. The cost to AID is about $6 per family for the concrete. The feed comes from Food for Peace stocks.

Here is another example of the way AID's prov reps work:

In Kien Phong Province, which is an area along the meandering Mekong River, prov rep Robert M. Traister of Liverpool, N.Y., received a visit from a village elder

NEARLY A HALF MILLION REFUGEES have been resettled through joint efforts of the Vietnamese government and AID. Monsignor John F. McCarthy and AID representatives Richard Kriegel and George Goss (on the right) talk to children at a refugee center in the Quang Ngai Province.

named Nguyen Van Tram. A former chief, Van Tram had earlier been kidnapped by the communists who sliced off his index finger and sent it to his wife in a ransom demand. He was ransomed, but before he was released, the Viet Cong told him they would kill him if he "worked for the enemy."

This didn't stop Nguyen Van Tram. He decided to work even harder for his people. He took a 40-mile trip down the Mekong to the capital of Cao Lanh, and there he looked for AID's Bob Traister. He asked Traister for AID's help in building a school for 600 children. Van Tram said that if AID would furnish the building materials, he would donate the land. The property he gave was worth about 10 years' pay for an average Vietnamese.

Soon Van Tram and Traister were on a boat with a supply of cement, steel, and roofing. Back at the hamlet of Phu Loi where Van Tram owned his property, the people were told of the joint project and immediately pitched in. The combination of AID materials, the village elder's land, and the people's own labor built a 2-room schoolhouse. Today a new 3-room addition is under construction.

This may seem like a little bit—two rooms and another three rooms—for a country that is embroiled in a life-and-death struggle and that needs almost everything. But it is this spirit of cooperation, this sacrificing and this working together that will bring victory in this "other war" we are fighting.

A demonstration project I visited in Vietnam was staffed by teenagers from the Eighth District of Saigon—a badly rundown slum, the worst in the city. Under the leadership of those students, however, a group of refugee families had converted what had been an abandoned and water-filled graveyard into an attractive and orderly neighborhood of new homes. A community center and a new school were being built, and local officials had been elected by the people.

Sometimes success with needed projects can, instead of easing the burdens, actually make more work for the prov rep. One man who had a particularly large influx of refugees in his coastal province had to work night and day to help reestablish them in new homes nearby.

That same prov rep—Richard Kriegel of Arlington, Va.—once slept five nights alone in an abandoned hamlet to prove to the former inhabitants who had fled that the Viet Cong were not in control and that they, the owners of the homes, could return.

Americans like Kriegel are strengthening the Vietnamese people's faith in themselves and their will to resist communist domination.

AN ABUNDANCE OF COURAGE

This is hard and often dangerous work. For their Vietnamese counterparts, it can mean death. In 1965 alone, 354 of the Vietnamese engaged in rural development were assassinated; 500 were wounded. Since 1958, the Viet Cong have assassinated or kidnapped 61,000 village leaders and government representatives.

The Agency for International Development has not gone unscathed. Back in November 1960, a public safety advisor, Dolph Owens, on his way to conduct a class at Vung Tau on the coast was set upon by marauders about 7:30 a.m. and riddled with bullets. Another casualty was Joseph Grainger who, driving to a sugar cane experimental station 2 years ago, ran into a Viet Cong roadblock. As he tried to escape, his car was shot up and he was captured. Months later, he managed to elude his abductors only to be found by them days later hiding in a rice paddy. Once more trying to escape, he was murdered by the Viet Cong. Secretary of State Dean Rusk, in awarding Grainger's widow a posthumous decoration for bravery, paid high tribute to the deceased. "Peace has its heroes as well as war," said the Secretary. Grainger's body was recently recovered and given a military burial at Arlington Cemetery.

One particular aspect of the Grainger tragedy concerns the abortive attempt of the V.C. to exploit their captive. After the kidnapping, the V.C. tried parading Grainger, manacled, through the streets of the surrounding villages, telling the people: "Here is that imperialist American who was trying to exploit you." The V.C. soon were forced to give up their idea for propaganda and instead threw Grainger into solitary confinement. Instead of arousing anti-American sentiment among the villagers, he stimulated in return such statements as, "No, this is not a bad man. He has been our friend. He has been here

MEDICAL ASSISTANCE is desperately needed by the Vietnamese. Here, Nina Lee, AID health and education advisor, instructs Vietnamese nurses in training.

223-230 O - 66 - 2

before, and he helped us build this water well so we don't have to go all the way to the river for our water."

Half a year after Grainger was cut down in the rice paddy, Jack J. Wells was killed when the small plane in which he was riding was hit by Viet Cong ground fire and crashed.

When I was in Vietnam this past February I had the honor to accept the posthumous decoration bestowed by the Government of Vietnam on Peter Hunting, a young (24 years old) and dedicated worker with AID, a member of the International Voluntary Services, which under contract to AID, sends volunteers to underdeveloped countries around the world. Peter Hunting was killed by the V.C. last November in a province near the border of Cambodia. The Government of Vietnam wished to honor him in absentia for his efforts to help the people, and when I was there, I felt highly privileged to be able to accept the honor.

A year ago, a contract employee working for AID, John Cone, was cut down by the Viet Cong. Many AID men have had remarkably close calls. A prov rep, Travis King, escaped death during the V.C. attack on the provincial capital of Song Be by hiding out in another house just before they arrived. His assistant, a Filipino, who stayed behind to finish a letter to his wife, was killed.

Other men working for the AID Mission in Vietnam under contracts rather than as regular employees who have been killed by V.C. action include Max Lee Sinkler (April 1966), Jerry Rose (September 1965) and Clyde Summers (January 1962). In all, eight AID men have given their lives in this shirtsleeves war.

Two of AID's people now are in the hands of the Viet Cong. Gustav Hertz, who had headed the public administration division of the AID Mission to Vietnam, was captured in February 1965 while riding his motorbike just outside the city limits of Saigon. He has not been heard from since. The other, Douglas Ramsey, was one of AID's prov reps. Trying to deliver a truckload of rice far in the hinterland, he was halted by V.C. firing which wounded the driver of the truck. He was last seen in January being led away with his hands in the air.

Eleven have been wounded, some severely. The day after Christmas last year, Tony Cistaro, an AID prov rep, suddenly found himself spread along a dirt road "with my legs in my lap." His jeep had struck a mine and was blown into the air. The U.S. Army major with him was killed instantly. A sergeant died on the way to the hospital. Tony survived, he is convinced, principally because the Viet Cong who had set off the mine thought he was already dead. Only half-conscious, he heard them rummaging around among the wreckage and then shortly one of them rolled him over, took his wallet and his watch, saying, "Cung chet" which means "also dead." Tony is in the U.S. Naval Hospital at Bethesda and will be there many more months.

Despite his wounds, Tony wants to return. He says,

VICE PRESIDENT HUMPHREY talks with Vietnamese children during a visit to the village of Phu Tho Hao, just outside Saigon.

"The greatest reward I've ever had is doing the work out there. No money they could pay me, no medals they could pin on me could ever match the satisfaction I got from the thanks of the Vietnamese people. They didn't have to say a word. I could see the appreciation in their eyes."

Vietnamese counterparts of Americans have been targets of the V.C. In the past 5 years, 13 malaria control workers have been killed and more than 150 others have been wounded or kidnapped. Still, the joint AID-Vietnam malaria control program is one of the most successful in that country. Begun in 1958 by AID technicians, it has now extended to include 83 percent of the population—people who are protected against the disease.

Vietnamese malaria teams have been trained and guided by people like Ray Collins, of Turners Falls, Mass., a malaria specialist with the AID Mission. Collins, who often travels into remote areas to observe the work of spray teams, has been fortunate. He has had no close calls with the Viet Cong in more than 4 years of service in Vietnam. His area of responsibility is the northern part of Vietnam from the demilitarized zone south past the port of Danang to the populous province of Quang Ngai. It includes rugged mountains along the Laotian border, where primitive mountain tribesmen live in villages near remote U.S. Army Special Forces camps, and the rich, rice-growing central lowlands.

The increasing intensity of the war has raised new problems for malaria control. Areas occupied by the Viet Cong cannot be sprayed, and people moving in and out of these areas spread the disease. The Viet Cong

THE VICE PRESIDENT'S TRIBUTE TO AID PERSONNEL

During my visit to Vietnam, I was deeply impressed by the sacrifices brave Americans are making—both in the war of the battlefield and in the other war against human misery. I saw at firsthand what American courage and resourcefulness have achieved on both fronts.

Truly, our men in uniform have added to the laurels of our highest military tradition. But so, too, Americans in their shirtsleeves have accomplished near-miracles—helping Vietnamese civilians to build and rebuild their shattered society. AID personnel have gone wherever they are needed, enduring every conceivable hardship so as to get their vital job done. I have seen them serve side by side with the peasant and the laborer. They have proven themselves to be the friend of the refugee, the sick, the injured, the orphaned. AID healing arts personnel have performed countless acts of mercy. AID supervisors have made possible innumerable acts of reconstruction—the digging of new wells, the building of new homes, schools, clinics.

Theirs are peaceful victories. Unfortunately, these triumphs tend to be obscured in the din of battle. Violence dominates the news. Most of what we read and hear from Vietnam still concerns the clash of arms. But what inspiring chapters Americans have written in the quiet war against man's ancient enemies—against hunger, illiteracy, and disease.

Our gallant "warriors in shirtsleeves" deserve our people's thanks and the gratitude of men and women of good will throughout the world.

I salute AID personnel. They are upholding America's noblest humanitarian traditions—helping others to help themselves.

troops coming from North Vietnam also bring malaria with them.

One new program under consideration is to have the spray teams and malaria technicians work in areas that have been cleared by the U.S. military of Viet Cong control. This would enable the teams to become a useful part of assistance programs designed to regain the confidence of the people in their government, and to work as well in areas that may previously not have been sprayed. AID will provide the sprayers and supplies for the teams and part of Collins' responsibilities will be to see that they get there when needed.

A man who travels far and works out in the field with the people, Collins knows the advantages and the responsibilities of having to make decisions on his own. His kind of resourcefulness and initiative is what is needed in Vietnam, for much of the work is done in the provinces and programs must be organized from the bottom up.

FOR PEACE AND PROGRESS

One of the most impressive features of AID in Vietnam is its decentralization. It does not insist on a headquarters, either Washington or Saigon, which must plan every move and, in so doing, possibly delay needed reforms. AID has its own internal strengths—its employees and their resourcefulness heading the list.

Sam Wilson, one of the top men in the provincial operations in Vietnam, said to me that the AID program is like cement. It brings together and it holds together the Vietnamese people and their government; both of them put something into the program to make it work. The Declaration of Honolulu pledges to make it work. That document says that "we are dedicated to the eradication of social injustice," and I say that document is a blueprint for peace and progress under freedom.

But the job cannot be done without dedicated motivated Americans who are willing to help fight the shirtsleeves war in all kinds of ways. AID needs agricultural advisors, teacher education advisors, sanitary engineers, and controllers and auditors for Vietnam. AID also needs doctors, medical technicians, nurses, secretaries, business managers, personnel officers, and specialists in transportation logistics, labor industry, and administration. The need is great—and urgent.

AMERICANS HAVE ALWAYS RESPONDED to the needs of others—a characteristic that has made us a great people, a great Nation. And, despite the dangers and hardships that go along with helping the people of Vietnam, American civilians are there with sleeves rolled up, doing battle just as surely as our military people are.

It's an unbeatable combination.

FOR MORE INFORMATION about the needs of AID in Vietnam and the kinds of people they are seeking for service, write to the Recruitment Division, Bureau for Far East, Agency for International Development, Washington, D.C. 20523.

People and Computers—

DESIGN FOR THE FUTURE

by SHELDON S. COHEN
Commissioner of Internal Revenue

Sheldon S. Cohen

A revolution is taking place in Federal income tax administration. Here is a report on how the Internal Revenue Service is preventing personnel casualties in this revolution.

PERHAPS THE MOST SIGNIFICANT facet of my tenure as Commissioner of Internal Revenue is the change, now far advanced, which we are undergoing from manual processing of income tax returns in 58 district offices to automatic data processing in 7 regional data processing service centers and a National Computer Center. Credit for beginning the changeover belongs to my predecessors, former Commissioners Caplin and Latham. Conversion actually began under Dana Latham and was continued under Mortimer Caplin.

The decision to convert to automatic data processing carried with it the requirement to staff and train a new organization of 14,000 employees, mostly in job categories virtually unknown in Internal Revenue in 1960. In addition, new buildings would have to be built and furnished and sites selected. Complex new systems had to be designed and machinery ordered and installed. Work phaseout had to be planned and coordinated for the 58 district offices which would feed work into the ADP system.

As part of the conversion program, a unique personnel policy was developed to cope with the personnel displacement which obviously would result. The policy's primary goal was to minimize hardships to employees involved in the affected functions.

We see an analogy between our need to properly place our employees in anticipation of changing needs and the task of the military commander who must deploy and redeploy his forces. To accomplish this with the fewest casualties, we have developed our "redeployment" program. A "redeployment" is any voluntary personnel action by which an employee leaves a position or function which will be affected by data processing. The term covers reassignments within a district office or to a service center, transfers to other agencies, retirements, resignations to accept other employment—in short, any *voluntary* solution to the placement problem posed by ADP. Not one single adverse action has been taken to date.

We are delighted with our success so far, and soberly optimistic for the future, recognizing that continued efforts are necessary if we are to achieve complete success.

WHY AUTOMATION

I can explain in one word why we are undertaking a conversion of such major proportions—**workload.** The following figures speak for themselves:

Tax Returns Processed

1930—	6	million
1940—	19	million
1950—	89	million
1965—	102.5	million
1975—	121.6	million (estimated)

We have experienced corresponding growth in collections, from $8 billion annually at the outset of World War II to $114.4 billion in 1965. This year we will also handle some 340 million information documents and generate 150 million related internal documents. These snowballing workload requirements were much in evidence in the late 50's and left Internal Revenue Service officials no real choice but to turn to machine methods to help fulfill their mission—the collection of 99 percent of the monies to finance Government operations.

OTHER BENEFITS

It should also be noted that our heavily burdened manual system, decentralized as it was over 50 States, was becoming increasingly less able to detect improper returns, fraudulent returns, and failures to file. Therefore, not only does automation provide for greater speed and accu-

racy for unlimited numbers of documents, but it provides for greater assurance that *every* citizen is paying his fair share to keep this great democracy in business.

Automation is proving itself in very tangible ways. Although the new system is not yet completely installed, voluntary reporting of interest and dividend income jumped almost $3 billion for the calendar year 1963. This is in part attributable to taxpayer awareness that ADP now provides the capacity to relate scattered information into one composite taxpayer profile. These billions formerly could not readily be identified with taxpayers if they neglected to report interest and dividend income.

The expected cumulative increase in tax income due to automatic data processing during the 10-year conversion period ending in 1970 is $476 million, by itself enough to justify the change. Additional assessments resulting from verification of claimed payments of estimated tax in only one region in 1964 amounted to $9.5 million. The estimate from this source for 1968 is $38 million. Under manual methods, much of this revenue would not have been realized.

Correcting taxpayer arithmetic has always been an important function of the Service. In 1961, we assessed an additional $132 million by mathematical verifications done by employees using pencils and conventional office machines. Actual additional assessments in 1965, with an *incomplete* automated system, were over $194 million, and we expect over $212 million this year. Extended mathematical verification benefits many taxpayers who have made errors which resulted in overpayment of taxes, and permits prompt refund of amounts overpaid.

WHY WE REJECTED TRADITIONAL METHODS

Thus faced with automation's benefits, we had nowhere to go but forward. Yet at the same time, we had the practical necessity of protecting the employment security of our loyal work force.

Employees faced with loss of their jobs have minimum rights established by law and civil-service regulation. Transfer-of-function and reduction-in-force procedures provide a kind of pecking-order opportunity to compete for some kind of continuing position in the agency. However, we decided it would be good business and good for our employees to adopt a more flexible and humane approach.

From the outset of the conversion, Internal Revenue managers have been fully in favor of using as many employees formerly engaged in manual processing as possible, and of managing the changeover so as to avoid hurting employees. The Service had last experienced in 1952 the disruptions and morale problems inherent in a major reduction in force. In contrast, during the mid-fifties we converted certain administrative processes to data processing, abolishing 2,500 positions; but by virtue of special placement efforts, not one involuntary personnel action was taken.

These events contributed to the creation of **a climate which is right for a successful redeployment program.** Employees are convinced that we act with care for their interests, that changes affecting them are undertaken only when the benefits to the public weal are great and clear, and that we fulfill our commitments. This climate has been sustained throughout conversion by our continuing success both with ADP redeployment and with recent large-scale regional mergers.

It would be a foolish waste to separate or make inadequate use of able and dependable employees in the old returns processing activity. They form a substantial pool of knowledge of Internal Revenue procedures and practices which is more valuable than ever during conversion to automated processing and which can be channeled into new activities with minimum expenditure and maximum profit.

If we chose the course of recognizing the minimum rights of the employees under the law and ignored their investment of years in the Revenue Service, the result would be a severe morale problem. At the same time we could expect a highly unpredictable attrition with the likelihood of losing needed skills before they became surplus. Since it was manifestly impossible to effect a Service-wide tax processing conversion in one immediate stroke, the need for a predictable phaseout with minimum error ratios called for a better method of dealing with personnel impact.

In terms of the larger perspective of the social impact of automation, Internal Revenue, Civil Service Commission, and Congressional leaders agree that **an employer implementing changes has obligations to his employees and to the community which preclude just cutting them loose or merely pushing them down in the organization.** Instead, efforts must be made to use employee skills and potential within the new organization, and where that is not possible, to cooperate with employees in seeking other reasonable solutions.

COMMITMENT TO PREVENT HARDSHIP

Many months were devoted to the early planning for ADP. Careful estimates were made of the personnel impact which would result from each operational change. Total impact for full conversion was estimated at about 10,000 district office positions to be abolished. Duties of other thousands would be modified in varying degrees. In May 1961, then Commissioner Caplin informed his subordinate managers of his decision ". . . that we must do everything possible . . . to install this new system without any adverse effects on employees." In June 1966, our commitment to avoid adverse effects remains unchanged.

The phase-in of work to the service centers has been planned to provide both efficiency during transition and

time for counseling and training, to take advantage of normal attrition, and to better enable employees to locate and decide on suitable continuing positions.

This deliberate pacing is one of the two basic factors by which we have converted our commitment into a positive working program. The second factor is our dedication to make fullest possible use of employee skills and potential within the Service. This skills utilization factor has led directly to our counseling and training programs to equip affected employees to perform in other positions, to limitation on permanent recruitment for any position for which a suitable affected employee is available, and to numerous special placement authorities which we negotiated with the Civil Service Commission.

Here briefly are some of the authorities and procedures, worked out with invaluable assistance from the Civil Service Commission, which we have found most useful:

We are authorized to renew temporary appointments of 1 year or less for up to 3 years in order to fill in behind persons who are successfully redeployed before their work phases out, or in order to "hold" vacant positions in other activities for affected employees.

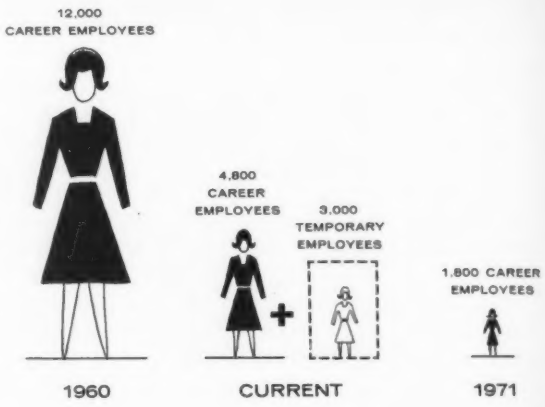
When it became evident that the conversion was to be of longer duration than first planned, ***we negotiated for an authority which would prevent wholesale loss*** of our most experienced temporary help while there was still a great need for their skills and knowledges. The result last August was the mass conversion, to term appointments of up to 4 years, of temporary employees whose services would be required beyond August 28, 1966. The number of nonpermanent employees now helping us achieve our conversion and redeployment goals approximates 3,000.

One tool which has proven useful in achieving good redeployment solutions is ***special authority to waive experience requirements for reassignments*** of otherwise suitable employees.

Another is ***authority to look for dual qualifications in candidates*** for permanent employment, searching for persons with qualifications both for a position which will exist after conversion, and for a manual processing position which the employee will fill on an interim basis until it is phased out.

To enable us to cope with our unique situation, ***limitations on the use of details have been relaxed by the Commission.*** Immediate details of newly appointed employees are allowed, setting aside the normal 90-day prohibition, and details of up to 1 year without prior Civil Service Commission approval are authorized. In combination, these provisions allow us needed flexibility for staffing affected positions in quick reaction to redeployments or unforeseen workload as a result of conversion.

IRS MANUAL TAX PROCESSING STAFF



Since we had an acute need for transitional employees to perform important duties normally performed by experienced career people, ***the Commission granted authority to hire former Internal Revenue Service employees noncompetitively*** for ADP temporary appointments. Many of the high-quality transitional employees now working with us were so appointed. We regard this provision as very significant for success in converting smoothly.

Our efforts to secure authorities attuned to our ADP conversion would have been wasted without the positive attitude of the Civil Service Commission and staff. Chairman Macy endorsed our plan in early 1961, and promised the support of the Commission and staff. He and they have been as good as their word. ***These authorities together with counseling, training, and individual placement efforts explain our success so far.***

AFFECTED EMPLOYEES NOT MOBILE

The difficulty of working out redeployment solutions has been heightened by characteristics of the affected work force which affect mobility. For one thing the grade structure is not high. In manual processing work over 50 percent of the employees are in grades GS–4 and below; 85 percent are in GS–7 or below. Also, of the employees affected more than 80 percent are women, most of them secondary wage earners and more than half 45 years old or older. Typically, the affected employee is not very mobile.

Although the Service has always offered to place any affected employee (or one whose reassignment would fa-

cilitate redeployment by chain reaction) without loss of grade or pay in a service center position, it is not surprising that most employees prefer not to move. Many older employees have voluntarily chosen to retire rather than move to a service center or learn new duties in a continuing activity. This understandable immobility alone necessitates a more flexible approach to the problem of avoiding adverse effects. For this reason, we have concentrated on placing affected employees in continuing positions in other activities in the same district office. These include enforcement, taxpayer assistance, and administrative activities.

As returns processing work is being shifted gradually from district offices to service centers, one of our major concerns has been to retain necessary skills through each stage of conversion. Not to maintain a reasonable balance could cause marked delays or inaccurate handling of taxpayers' returns and accounts. We have encountered only a few instances in which redeployment has outdistanced work phaseout, thus creating skills shortages. In an extreme case, we even had to ship work out to other district offices rather than lose redeployment opportunities. More often, slight imbalances can be corrected by detailing redeployed employees back to their old functions. Obviously, actions like these require the full cooperation of supervisors in other activities.

REDEPLOYMENT ACCOMPLISHMENTS

We are pleased at our success so far in redeployment. From the beginning of the program when there were 12,000 employees in the affected activity, we have successfully redeployed over 7,000 employees to date without resorting to involuntary personnel actions. The chart on page 12 gives a breakdown of voluntary retirements, reassignments, and outplacements. The chart reveals that many affected employees who are eligible for retirement choose to retire rather than learn new duties and take on new responsibilities, even when opportunities are presented in the same office.

Retirements increased markedly as a result of legislation passed last fall under the sponsorship of Representative Daniels of New Jersey, which provided an 8.1 percent increase in annuities for those in retirement on December 31, 1965. We estimate that 434 manual processing employees decided on retirement in the last months of 1965 purely as a result of the law. Our experience has led us to recommend to the Commission's Interagency Advisory Group Committee on Automation and Manpower that consideration be given to legislation which would provide earlier voluntary retirement at full annuity in the face of major technological and organizational change.

Some employees refuse to consider positions outside their present commuting area because of anticipated difficulty and financial loss in selling their present homes. In many cases, this is a more significant problem than losses suffered to pay for moving. These generally inadequate payments for moving costs are receiving Congressional attention.

WHAT LIES AHEAD

Congress is at present considering a bill under which tax returns would be filed direct with the regional service centers, enabling us to eliminate duplication of some functions now performed in both district offices and service centers. Direct filing will help the Internal Revenue Service do its processing, including scheduling of refunds, more efficiently and economically. Southeast and Mid-Atlantic Regional Service Centers are accepting refund returns now at the taxpayer's option, and taxpayer response has been very good.

Of the approximately 12,000 employees who staffed the affected activity back in 1960, some 5,000 remain. Assuming passage of the "direct filing" legislation, we estimate that about 3,200 of them are still to be redeployed. The other 1,800 (15 percent) will continue to perform what remains of the manual processing function.

We believe that solutions to the remaining 3,200 placement problems may present a challenge equal to or greater than the 7,000 we have already resolved. As we evaluate it, the more mobile and flexible people in each district were the first to be placed. Many of them have forged out on their own and found positions, often outside the Federal service. As individuals, they tended to be the first selected by service centers and neighboring installations and were most in demand by other divisions within the district. They were quick to take advantage of training and learned rapidly. For the most part, those who remain behind tend to be less mobile and flexible.

As we progress with redeployment in each district, we get closer to the hard core, those who cannot or will not move, cannot or do not wish to retire on annuity, those for whom suitable positions in continuing district activities are not available, who are not in demand by other organizations because of lack of skills, age, or other reasons. We do not feel successful redeployment of even the hardest hard core is impossible, merely that more intensive effort is needed, and sometimes more time. One way we plan to improve redeployment prospects for the 3,200 remaining affected employees is to step up negotiations with other agencies, local industries, State employment services, etc., to make them aware of the particular skills and potential our employees possess, stressing, of course, their experience and reliability. In turn, we will learn area personnel needs and tailor our employee counseling and after-hours training efforts accordingly.

A large share of the credit for avoiding adverse actions up to this point in the conversion is owed to the employees themselves. They have demonstrated an un-

derstanding of management's problems which may well be unprecedented in any organization of comparable size and dispersion. They have shown that they appreciate our efforts to effect changes with consideration for the people involved.

Obviously, some portion of the 7,000 people whom we consider redeployed would have left the affected activity in the normal course of events, even if conversion to ADP had never been contemplated, through retirement, resignation, etc. The majority, however, are people who recognized their own responsibility to take advantage of the time, counseling, and training which we offered. They have made extra efforts and voluntary personal sacrifices, including painful geographic and career moves. A prime element in developing this cooperation has been our policy of keeping our employees fully informed of our plans for the future so that they could plan their own moves accordingly. We recognize full well that continued conversion without resort to involuntary adverse personnel actions can go on only as long as employees remaining in the affected functions take advantage of the program and take the steps necessary to a future commensurate with their own needs and wants. We are optimistic that they will.

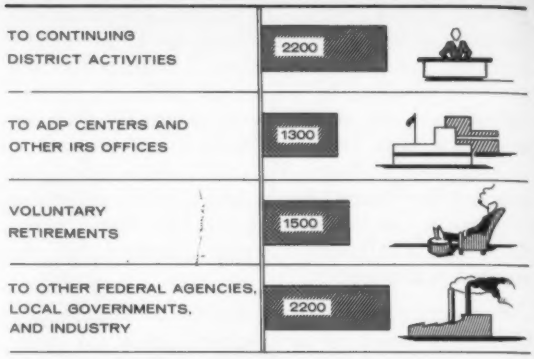
IMPLICATIONS FOR THE FUTURE

As early as 500 B.C., Heraclitus observed, "Everything flows and nothing is permanent. One can never step into the same river twice." Today he would find no reason to change his mind, and we certainly can expect only more of the same in the future. We must expect continual change; but rather than think of this constant challenge as ominous, we must apply our intelligence to reap the best from it.

The rate of change in the technology of automation is staggering. The hardware in our service centers, although practically new by most standards, is already obsolete in comparison with newer machines with improved capabilities. Therefore, Internal Revenue management has to be constantly alert to possible advantages of modifications in machinery or systems, and at the same time, to the personnel impact which might result not only in district offices, which is the subject of our current concern, but perhaps in the service centers themselves. For example, optical scanning machines may eventually develop to a point where their use in the Service would be practicable. Other possibilities which present personnel problems for our consideration, and for which we must be alert, are large-scale reporting of required information by electronic tape and new uses of telephonic equipment to transmit information, possibly including information return.

The community consensus in this time of rapid change recognizes that it is good for society that the human dignity and rights of an employee receive full recognition. A man should not be denied the opportunity to make a full contribution to society because technology changes while he is in mid-career. An employee should not be relegated to a low-grade position, or to the compensation rolls where he will exert a drag on the economy, when with a reasonable cooperative effort he can continue to contribute to the health and vitality of the economy and society.

REDEPLOYMENT DISTRIBUTION OF EMPLOYEES



FIGURES ARE APPROXIMATE AS OF APRIL 1, 1966, AND DO NOT ACCOUNT FOR COMPARATIVELY SMALL CATEGORIES SUCH AS DEATHS, RESIGNATIONS TO STAY AT HOME, DISCIPLINARY REMOVALS, ETC.

Recognizing this, the Internal Revenue Service has extended the policy of avoiding adverse effects to employees as a result of change beyond the ADP conversion program. In the past, we have applied the redeployment philosophy to office mergers, and currently we are employing the techniques to functional consolidations. We will certainly consider redeployment as our primary approach to cope with organizational and technological changes affecting personnel. Of course, good management cannot abdicate responsibility to achieve its mission efficiently and economically. However, only when it is clear that use of this method would do a disservice to the public interest will another method be chosen.

WE HOPE KNOWLEDGE OF OUR EXPERIENCE will be useful to others. In this vein, we are glad to have had the opportunity to represent the Treasury Department on the Civil Service Commission's IAG Committee on Automation and Manpower. It is certain that with the positive attitude of the Civil Service Commission, exemplified by establishment of the Committee and by the help they have given us in designing redeployment authorities, the Federal service will demonstrate the flexibility necessary to resolve the problems. Within the Internal Revenue Service, we will continue to apply our will and intelligence to enable Revenue employees to adjust to technological changes and to better serve each taxpayer.

Special Supplement

FIVE YEAR INDEX

Civil Service Journal

Volumes 1 through 5

NOTE: This index is designed to facilitate its removal as a separate reference publication. Turn to the center pages. Open the staples, remove all pages of the index, and close the staples to preserve intact the balance of this issue. Index may then be stapled separately or punched for filing purposes. Page numbers in the magazine will then be consecutive.

INDEX CODE

Issues of the *Journal* are identified by two numbers separated by a colon. The first number designates the volume. The second number designates the particular issue within the fiscal year. For example, 3:4 means volume 3, issue number 4.

Volume 1 was published in f.y. 1961 (July 1960 to July 1961)
Volume 2 was published in f.y. 1962 (July 1961 to July 1962), etc.

The months represented by the quarterly issue number are:

1—July–September
2—October–December
3—January–March
4—April–June

223-230 O - 66 - 3

CIVIL SERVICE JOURNAL

AUTHOR INDEX

Volumes 1–5

A

Andolsek, L. J.
Improving the breed, 5:2, p. 29
The needs and aspirations of men, 5:4, p. 9
Stop . . . speak . . . & listen, 5:1, p. 2

B

Bailey, Stephen K.
Excitement of the public service, 4:1, p. 5

Bayliss, Sylvia J.
Civil servants at work: the Federal librarian, 3:4, p. 20

Bell, David E.
Management in the Federal Government, 3:1, p. 2

Berkner, L. V.
Manpower in the technological revolution, 3:3, p. 12

Berlin, Seymour S.
The manager, the classifier, and unwarranted grade escalation, 5:1, p. 6
Personnel—administration, management, and mission, 3:4, p. 2
Personnel management zeroes in, 2:3, p. 10

Brown, David S.
Organizational man-trap: the deputy chief, 5:2, p. 9

C

Cavagrotti, Victor J.
CSC as a user of ADP, 5:3, p. 9

Clark, Lawrence H.
The wondrous world of the scientist in civil service (2 pts.), 1:4, p. 16; 2:1, p. 12

Cleveland, Harlan
The case for bureaucracy, 4:3, p. 21
The public official and the public interest, 2:3, p. 14

Clinchy, Ross
Democracy's "unfinished business," 2:2, p. 5

E

Ewers, John C.
Civil servants at work: backstage at Smithsonian, 4:4, p. 14

G

Gill, Wilfred V.
Federal fund-raising—as of now, 2:3, p. 7

Gleason, John S., Jr.
A fair shake of the dice, 4:1, p. 2

Gunderson, Barbara Bates
The Federal woman's award, 1:3, p. 2

H

Hammarskjold, Dag — The international civil servant in law and in fact, 2:2, p. 18

Hampton, Robert E. — The changing Federal service—what does it mean to managers? 4:4, p. 6

Harrison, Evelyn — Facts, not fancy, about women in the Federal service, 4:2, p. 21
The quiet revolution, 3:2, p. 5

Harvey, Donald R. — Personnel means people, but—don't throw away the book, 3:1, p. 1

Humphrey, Hubert H. — The people business of Government, 5:4, p. 16

Hyland, Thomas R. — Civil servants at work: teachers to the Indian, 4:1, p. 14

I

Irons, Warren B. — A commonsense approach to employment of the retarded, 5:1, p. 1
Escalation—a challenge to management, 3:4, p. 1
Impact of the man on the job, 1:2, p. 1
Implications of our image, 2:3, p. 16
Improved productivity, 4:2, p. 1
Is the boss getting the word? 2:4, p. 1
Staffing for the sixties, 1:4, p. 1
Washington—a classroom in living government, 2:1, p. 1

J

Jackson, Henry M. — Environment of excellence, 2:4, p. 8

Jacobson, Raymond — Qualification standards—their role in the quest for quality, 3:4, p. 15

Johnson, Lyndon B. — Address, Gettysburg, Pa., Memorial Day, 1963, 4:1, p. 1
President meets with Federal family. Address at awards ceremony, December 4, 1964, 5:3, p. 1
President's challenge to Federal managers, 4:3, p. 1
The Vice President salutes the Federal service, 2:4, p. 12

Jones, Roger W. — Address, third annual incentive awards conference, 1:3, p. 9
Dear John Weaver, 5:4, p. 14
1961 top team must hit the ground running, 1:1, p. 2
The place of appeals in the Federal personnel system, 1:2, p. 8

K

Keene, C. Mansel — On delivering what we promise: careers, 1:3, p. 5

Kennedy, John F.
"Career service a full partner," 1:3, p. 1
Goals for "lean, fit, efficient" Federal establishment in 1962, 2:3, p. 1

Kilpatrick, Franklin S.
Brookings survey of image of public service, 2:3, p. 18

L

Lawton, Frederick J.
Manpower in the 1960's: pool or whirlpool? 1:2, p. 2

Leich, Harold H.
Scientific manpower: progress and prospects, 3:4, p. 11

Lewis, Charles D.
A businessman looks at our foreign service, 3:3, p. 28

M

Macy, John W., Jr.
Blueprint for the Federal civil service in the 1960's, 2:1, p. 16
The career executive roster, 1:4, p. 2
Federal executive boards—report on a grass roots operation, 4:2, p. 2
Getting the most from salary reform, 3:3, p. 2
A legacy of progress, 4:3, p. 2
The manager's role in quality staffing, 5:3, p. 5
"New era" in employee-management relations, 2:3, p. 2
The scientist in the Federal service, 5:4, p. 22
We must close the communications gap, 3:2, p. 2
The why of salary reform, 2:4, p. 2

McDermott, Edward A.
Civil servants at work: the Federal service and the Alaskan earthquake, 5:1, p. 18

McNamara, Robert S.
Managing the Department of Defense, 4:4, p. 1
Philosophy of Management, 4:2, p. 17

Mello, Robert F.
Manpower for missiles, 2:1, p. 7
The quality recruit—today's best bargain, 4:4, p. 10

Meloy, Lawrence V.
The Commission's role in appeals, 4:1, p. 10
Trends in employee court cases, 1:1, p. 10

Messer, Elizabeth F.
First year of health benefits: so far—so good, 2:1, p. 2
Health benefits—where they count the most, 3:3, p. 4
Open question: change our sick leave system? 5:1, p. 11
"Thirty-eight years is a plenty," 5:2, p. 6

Miles, Rufus E., Jr. — An "earned status" proposal, 1:4, p. 12

Miller, Leo — Civil servants at work: consumer protection and FDA, 3:3, p. 9

Mulligan, J. Kenneth — College without campus, 2:2, p. 8
A new approach to executive development, 1:1, p. 12

Murrow, Edward R. — Address at Flemming Award dinner, 3:1, p. 23

N

Nelson, Thomas W. — New role for Air Force supervisors, 2:4, p. 5

O

Oganovic, Nicholas J. — Blueprint for a courtship of youth, 4:1, p. 8
It's our thinking that's handicapped, 2:2, p. 1
Report on Federal Executive Boards, 3:1, p. 9

Oglesby, Joseph E. — Civil servants and the conquest of space: pt. I, Project Mercury, 4:1, p. 23; pt. II, The Moon, 4:2, p. 26
Civil servants in Polaris, 5:1, p. 29
Civil servants in the Cuban crisis, 3:3, p. 18
What's behind the tests? 4:3, p. 15

P

Pollock, Ross — Forecasting executive turnover, 1:2, p. 5
New approach to executive development, 1:1, p. 12

Pomerantz, Reuben — A science and technology fellowship program, 5:3, p. 19

Posner, Ben — Financial management and executive decisions, 5:3, p. 15

R

Ragan, William M., Jr. — Exhibit on Federal science and engineering, 5:4, p. 2
New concept in career development, 4:3, p. 8
The wondrous world of the scientist in civil service (2 pts.), 1:4, p. 16; 2:1, p. 12

Roth, John D. — How awards relate to behavioral science, 4:4, p. 18
New look for better ideas, 2:1, p. 18

Ruddock, Andrew E. — What price protection? 5:3, p. 10

S

Seaborg, Glenn T. — The Federal manager and the third revolution, 5:2, p. 1

Settel, Arthur — Civil servants at work: one of the Nation's oldest . . . Customs, 4:3, p. 27

S

Shapiro, Harvey H. — The people and the public service: the partnership that won the West (2 pts.), 3:2, p. 30; 3:3, p. 30

Sharon, Milton I. — Program evaluation—why? 1:4, p. 8

Sheppard C. Stewart — New dimensions in public service, 1:3, p. 10

Somers, Herman M. — Organization—door to opportunity, 3:1, p. 5

Sparks, Charles J. — More about push-button personnel management, 2:1, p. 20

Spry, James C. — Death of Sputnik IV: main street, U.S.A., 3:4, p. 6
The people and the public service: the partnership that won the West (2 pts.), 3:2, p. 30; 3:3, p. 30

Stahl, O. Glenn — The merit system, manpower, and the human age, 1:4, p. 5
Performance potential: the fair measure, 3:3, p. 15
The "system" takes the rap, 2:2, p. 2

W

Waffle, Scott D. — Civil servants at work: research for America's defense, 5:2, p. 16

Will, John — A science and technology fellowship program, 5:3, p. 19

Wolk, Sam N. — Campus stakeout, 1:3, p. 7

(End of Author Index)

SUBJECT AND TITLE INDEX

A

Alaskan earthquake, the Federal service and, by Edward A. McDermott, 5:1, p. 18

APPEALS

The Commission's role in appeals, by Lawrence V. Meloy, 4:1, p. 10
The place of appeals in the Federal personnel system, by Roger W. Jones, 1:2, p. 8
Army Ordnance Missile Command, Redstone Arsenal, Alabama,
Manpower for missiles, by Robert F. Mello, 2:1, p. 7

AUTOMATION

CSC as a user of ADP, by Victor J. Cavagrotti, 5:3, p. 9
More about push-button personnel management, by Charles J. Sparks, 2:1, p. 20
Push-button personnel management? 1:1, p. 14

AWARDS

President's awards for distinguished Federal civilian service, 1:3, p. 16; 3:2, p. 4; 4:1, p. 18; 5:1, p. 17
Professional, winners, 1962, 3:1, p. 16

B

Backstage at Smithsonian, by John C. Ewers, 4:4, p. 14
Behavioral science, How awards relate to, by John D. Roth, 4:4, p. 18
Blueprint for a courtship of youth, by Nicholas J. Oganovic, 4:2, p. 8
Blueprint for the Federal civil service in the 1960's, by John W. Macy, Jr., 2:1, p. 16
Bolivia, Crisis in; Civil servants at work, 4:2, p. 14
Boys Nation visits Uncle Sam, 1:2, p. 17
Bureau of Indian Affairs, teachers to the Indian, by Thomas R. Hyland, 4:1, p. 14
Bureaucracy, case for, by Harlan Cleveland, 4:3, p. 21
Businessman looks at Foreign Service, by Charles D. Lewis, 3:3, p. 28

C

Campus stakeout, by Sam N. Wolk, 1:3, p. 7

CAREER DEVELOPMENT

College without campus, by J. Kenneth Mulligan, 2:2, p. 8
New concept in career development, by William M. Ragan, Jr., 4:3, p. 8
Career Executive Roster, by John W. Macy, Jr., 1:4, p. 2

CAREER SERVICE

A full partner, by John F. Kennedy, 1:3, p. 1
Environment of excellence, by Henry M. Jackson, 2:4, p. 8
On delivering what we promise: careers, by C. Mansel Keene, 1:3, p. 5
Case for bureaucracy, by Harlan Cleveland, 4:3, p. 21
Changing Federal service, by Robert E. Hampton, 4:4, p. 6
Checklist for affirmative action (Equal Employment Opportunity), 4:3, p. 32
Civil servants and the conquest of space, by Joseph E. Oglesby, 4:1, p. 23; 4:2, p. 26

C

CIVIL SERVANTS AT WORK

Backstage at Smithsonian, by John C. Ewers, 4:4, p. 14
Consumer protection and FDA, by Leo Miller, 3:3, p. 9
Crisis in Bolivia, 4:2, p. 14
The Federal librarian, by Sylvia J. Bayliss, 3:4, p. 20
The Federal service and the Alaskan earthquake, by Edward A. McDermott, 5:1, p. 18
Looking up with FAA, 2:3, p. 22
Man against the storm, 3:3, p. 14
100 years of USDA research, 2:4, p. 14
One of the Nation's oldest . . . Customs, by Arthur Settel, 4:3, p. 27
Research for America's defense, by Scott D. Waffle, 5:2, p. 16
Teachers to the Indian, by Thomas R. Hyland, 4:1, p. 14
Uncle Sam's breadwinners, 3:1, p. 24
Vital link in America's defense chain, 5:4, p. 19
Civil servants, commendations, by Edward R. Murrow, 3:1, p. 23

CIVIL SERVANTS—CONTRIBUTIONS

Civil servants and the conquest of space, by Joseph E. Oglesby, Part I: Project Mercury, 4:1, p. 23; Part II: The Moon, 4:2, p. 26
Civil servants in Polaris, by Joseph E. Oglesby, 5:1, p. 29
Civil servants in the Cuban crisis, by Joseph E. Oglesby, 3:3, p. 18
Civil service inventors (2 pts.), 3:1, p. 10; 3:2, p. 8
Death of Sputnik IV, by James C. Spry, 3:4, p. 6
The people and the public service: the partnership that won the West, by James C. Spry and Harvey H. Shapiro (2 pts.), 3:2, p. 30; 3:3, p. 30

CIVIL SERVICE

Blueprint for the Federal civil service in the 1960's, by John W. Macy, Jr., 2:1, p. 16
The changing Federal service, by Robert E. Hampton, 4:4, p. 6
Excitement of the public service, by Stephen K. Bailey, 4:1, p. 5
The merit system, manpower, and the human age, by O. Glenn Stahl, 1:4, p. 5
The people business of government, by Hubert H. Humphrey, 5:4, p. 16

CIVIL SERVICE ACT

The day the Act was signed, 1:3, p. 32
79th Anniversary; the Vice President salutes the Federal service, by Lyndon B. Johnson, 2:4, p. 12
80th Anniversary, Proclamation, 3:3, p. 1
82d Anniversary, 5:3, p. 14

CIVIL SERVICE COMMISSION

As user of ADP, by Victor J. Cavagrotti, 5:3, p. 9
CSC; at home, 1900 E Street, 4:2, p. 6
Criticisms of, refuted, by Donald R. Harvey, 3:1, p. 1
New seal made official, 3:4, p. 4

CIVIL SERVICE—HISTORY

The day the Act was signed, 1:3, p. 32
Civil Service Retirement Act—40 years ago, 1:2, p. 11

Civil service inventors (2 pts.), 3:1, p. 10; 3:2, p. 8
Civil Service Retirement Act—Forty years ago, 1:2, p. 11

CIVIL SERVICE—STATISTICS

Comparison, trends, 1950–60 (employment focus), 1:1, p. 26
1960, by States (Employment focus), 1:4, p. 28
1960, Metropolitan areas (Employment focus), 2:1, p. 22
1963, Metropolitan area survey (Employment focus), 5:1, p. 22
College without campus, by J. Kenneth Mulligan, 2:2, p. 8
Commission's role in appeals, by Lawrence V. Meloy, 4:1, p. 10

COMMUNICATIONS

Is the boss getting the word? by Warren B. Irons, 2:4, p. 1
Stop . . . speak . . . & listen, by L. J. Andolsek, 5:1, p. 2
We must close the communications gap, by John W. Macy, Jr., 3:2, p. 2
Communism, Stopping advance of—Letter from Roger W. Jones, 1:3, p. 20
Competition for quality, report, 3:4, p. 11
Consumer protection and FDA; Civil servants at work, by Leo Miller, 3:3, p. 9
Coordinators report—"We're rolling!" 3:2, p. 16
Cost cutters of 1961, 2:2, p. 22
Court cases, Trends in, by Lawrence V. Meloy, 1:1, p. 10
Courtship of youth—Blueprint for, by Nicholas J. Oganovic, 4:2, p. 8
Crisis in Bolivia, Civil servants at work, 4:2, p. 14
Cuban crisis, Civil servants in, by Joseph E. Oglesby, 3:3, p. 18
Customs Service, one of Nation's oldest, by Arthur Settel, 4:3, p. 27
Day the Act was signed, 1:3, p. 32
Death of Sputnik IV: Main Street, U.S.A., by James C. Spry, 3:4, p. 6
Democracy's "unfinished business," by Ross Clinchy, 2:2, p. 5
Department of Agriculture, 100 years of research, 2:4, p. 14
Department of Commerce, A Science and technology fellowship program, by John Will and Reuben Pomerantz, 5:3, p. 19

D

DEPARTMENT OF DEFENSE

Civil servants at work: vital link in America's defense chain, 5:4, p. 19
Managing the Department of Defense, by Robert S. McNamara, 4:4, p. 1
Department of the Air Force, Supervisors, new role, by Thomas W. Nelson, 2:4, p. 5
Department of the Navy, Equal Employment Opportunity: Checklist for affirmative action, 4:3, p. 32
Deputy Chief, Man-trap: the deputy chief, by David S. Brown, 5:2, p. 9
Don't throw away the book, by Donald R. Harvey, 3:1, p. 1
Door to opportunity—organization, by Herman M. Somers, 3:1, p. 5
"Earned status" proposal, by Rufus E. Miles, Jr., 1:4, p. 12

E

EMPLOYEE-MANAGEMENT RELATIONS

The needs and aspirations of men, by L. J. Andolsek, 5:4, p. 9
"New era" in employee-management relations, by John W. Macy, Jr., 2:3, p. 2
Employee health units, Status report on, 4:1, p. 20
Engineers—Statistics, 1960 (Employment focus), 2:3, p. 28
Environment of excellence, by Henry M. Jackson, 2:4, p. 8

E

EQUAL EMPLOYMENT OPPORTUNITY

Checklist for affirmative action, 4:3, p. 32
Democracy's "unfinished business," by Ross Clinchy, 2:2, p. 5
A fair shake of the dice, by John S. Gleason, 4:1, p. 2
The needs and aspirations of men, by L. J. Andolsek, 5:4, p. 9
Escalation—a challenge to management, by Warren B. Irons, 3:4, p. 1

ETHICS, PUBLIC EMPLOYEE, The public official and the public interest, by Harlan Cleveland, 2:3, p. 14
Excellence, environment of, by Henry M. Jackson, 2:4, p. 8
Excitement of the public service, by Stephen K. Bailey, 4:1, p. 5
EXECUTIVE SEMINAR CENTER, New concept in career development, by William M. Ragan, Jr., 4:3, p. 8

EXECUTIVES

Career Executive Roster, by John W. Macy, Jr., 1:4, p. 2
Financial management and executive decisions, by Ben Posner, 5:3, p. 15
Forecasting executive turnover, by Ross Pollock, 1:2, p. 5
New approach to executive development, by J. Kenneth Mulligan and Ross Pollock, 1:1, p. 12
New concept in career development, by William M. Ragan, Jr., 4:3, p. 8
Exhibit on Federal science and engineering, by William M. Ragan, Jr., 5:4, p. 2
Exporting personnel know-how, 2:2, p. 12
Fair shake of the dice, by John S. Gleason, Jr., 4:1, p. 2
Federal Aviation Agency, Civil servants at work, 2:3, p. 22

F

FEDERAL EMPLOYEES HEALTH BENEFITS PROGRAM

First year of health benefits: "So far—so good," by Elizabeth F. Messer, 2:1, p. 2
Health benefits—where they count the most, by Elizabeth F. Messer, 3:3, p. 4
Personnel pacesetter—1960, 1:1, p. 7

FEDERAL EXECUTIVE BOARDS

Report on a Grass Roots Operation, by John W. Macy, Jr., 4:2, p. 2
Report on Federal Executive Boards, by Nicholas J. Oganovic, 3:1, p. 9
Federal fund-raising—as of now, by Wilfred V. Gill, 2:3, p. 7
Federal librarian—Civil servants at work, by Sylvia J. Bayliss, 3:4, p. 20
Federal manager and the third revolution, by Glenn T. Seaborg, 5:2, p. 1
FEDERAL PERSONNEL MANUAL. New look for that "ole book," 3:2, p. 1
Federal service and the Alaskan earthquake, by Edward A. McDermott, 5:1, p. 18

FEDERAL WOMAN'S AWARD

Federal Woman's Award, by Barbara Bates Gunderson, 1:3, p. 2
1961 winners, 1:4, p. 32
1962 winners, 2:4, p. 24
1963 winners, 4:1, p. 4
1964 winners, 4:4, p. 24
1965 winners, 5:4, p. 32
Financial management and executive decisions, by Ben Posner, 5:3, p. 15

First year of health benefits: "So far—so good," by Elizabeth F. Messer, 2:1, p. 2
Food and Drug Administration, Civil servants at work: Consumer protection and FDA, by Leo Miller, 3:3, p. 9
Forecasting executive turnover, by Ross Pollock, 1:2, p. 5
FOREIGN VISITORS, Exporting personnel know-how, 2:2, p. 12
Foreign service, Businessman looks at, by Charles D. Lewis, 3:3, p. 28
40 years ago—Retirement Act loosened the wheels so Government could run again, 1:2, p. 11
FUND-RAISING, Federal fund-raising—as of now, by Wilfred V. Gill, 2:3, p. 7

G

Gemini program, Civil servants and the conquest of space, by Joseph E. Oglesby, 4:2, p. 26
Getting the most from salary reform, by John W. Macy, Jr., 3:3, p. 2
GRADE ESCALATION, The manager, the classifier, and unwarranted grade escalation, by Seymour S. Berlin, 5:1, p. 6
Grade structure, comparison past five years, (employment focus), 1:3, p. 18
Grass roots operation, Federal Executive Boards—report on, by John W. Macy, Jr., 4:2, p. 2
GREAT EXPERIMENT, Dear John Weaver, by Roger W. Jones, 5:4, p. 14

H

HANDICAPPED
- Coordinators report—"we're rolling!" 3:2, p. 16
- It's our thinking that's handicapped, by Nicholas J. Oganovic, 2:2, p. 1
- Pictures, 2:2, p. 16
- Statistics (employment focus), 4:1, p. 13

HEALTH BENEFITS
- First year of, by Elizabeth F. Messer, 2:1, p. 2
- Personnel pacesetter–1960, 1:1, p. 7
- Where they count the most, by Elizabeth F. Messer, 3:3, p. 4

Health units, Status report, 4:1, p. 20
How awards relate to behavioral science, by John D. Roth, 4:4, p. 18
Hurricane information, Weather Bureau, 3:2, p. 14

I

Image, Civil service, Implications of, by Warren B. Irons, 2:3, p. 16
Impact of the man on the job, by Warren B. Irons, 1:2, p. 1
Implications of our image, by Warren B. Irons, 2:3, p. 16
Improved productivity, by Warren B. Irons, 4:2, p. 1
Improving the breed, by L. J. Andolsek, 5:2, p. 31

INCENTIVE AWARDS
- Address at third annual Incentive Awards conference, by Roger W. Jones, 1:3, p. 9
- Relation to behavioral science, by John D. Roth, 4:4, p. 18

INCENTIVE AWARDS PROGRAM
- Annual report, 1960, 1:2, p. 18
- Annual report, 1961, 2:2, p. 22
- Annual report, 1962, 3:2, p. 18

I

Annual report, 1963, 4:2, p. 18
Annual report, 1964, 5:2, p. 18
New look for better ideas, by John D. Roth, 2:1, p. 18
10th anniversary, 4:3, p. 24
$25,000 award for nuclear weapons development, 1:4, p. 7
Indians, Teachers to, by Thomas R. Hyland, 4:1, p. 14

INSPECTION PROGRAM

Nationwide inspections, 1:1, p. 27
Personnel—administration, management and mission, by Seymour S. Berlin, 3:4, p. 2
Program evaluation—why? by Milton I. Sharon, 1:4, p. 8
Internal Revenue Service, work of; Civil servants at work, 3:1, p. 24
International civil servant in law and in fact, by Dag Hammarskjold, 2:2, p. 18
Inventors, Civil service, 3:1, p. 10; 3:2, p. 8
Is the boss getting the word? by Warren B. Irons, 2:4, p. 1
It's our thinking that's handicapped, by Nicholas J. Oganovic, 2:2, p. 1

K

Kennedy, John F., and the Federal civil service, by John W. Macy, Jr., 4:3, p. 2

L

Legacy of progress, by John W. Macy, Jr., 4:3, p. 2
Lewis and Clark Expedition. The people and the public service: the partnership that won the west, by James C. Spry and Harvey H. Shapiro, 3:2, p. 30
Looking up with FAA, 2:3, p. 22

M

Man against the storm: Civil servants at work, 3:2, p. 14
Man-trap: The deputy chief, by David S. Brown, 5:2, p. 9
Management in the Federal Government, by David E. Bell, 3:1, p. 2
Management philosophy of Secretary of Defense McNamara, 4:2, p. 17
Manager, the classifier, and unwarranted grade escalation, by Seymour S. Berlin, 5:1, p. 6
Manager's role in quality staffing, by John W. Macy, Jr., 5:3, p. 5
Managing the Department of Defense, by Robert S. McNamara, 4:4, p. 1

MANPOWER

For missiles, by Robert F. Mello, 2:1, p. 7
In the 1960's: pool or whirlpool? by Frederick J. Lawton, 1:2, p. 2
In the technological revolution, by L. V. Berkner, 3:3, p. 12
Merit system, manpower, and the human age, by O. Glenn Stahl, 1:4, p. 5
MOBILITY, EXECUTIVE, An "earned status" proposal, by Rufus E. Miles, Jr., 1:4, p. 12
The Moon, civil servants and the conquest of space, pt. II, by Joseph E. Oglesby, 4:2, p. 26
Moonwatch, Death of Sputnik IV: Main Street, U.S.A., by James C. Spry, 3:4, p. 6
More about push-button personnel management, by Charles J. Sparks, 2:1, p. 20
Museums and exhibitions, Civil servants at work: backstage at Smithsonian, by John C. Ewers, 4:4, p. 14

N

National Aeronautics and Space Administration, Civil servants and the conquest of space, by Joseph E. Oglesby, 4:1, p. 23; 4:2, p. 26
National Park Service, Polynesian fire dance, Training program, 3:1, p. 20
Naval Ordnance Laboratory, White Oak, Maryland, Civil servants at work: research for America's defense, by Scott D. Waffle, 5:2, p. 16
Needs and aspirations of men, by L. J. Andolsek, 5:4, p. 9
Negroes, equality for, Address by Lyndon B. Johnson, 4:1, p. 1
New approach to executive development, by J. Kenneth Mulligan and Ross Pollock, 1:1, p. 12
New concept in career development, by William M. Ragan, Jr., 4:3, p. 8
New dimensions in public service, by C. Stewart Sheppard, 1:3, p. 10
"New era" in employee-management relations, by John W. Macy, Jr., 2:3, p. 2
New look for better ideas, by John D. Roth, 2:1, p. 18
New role for Air Force supervisors, by Thomas W. Nelson, 2:4, p. 5

O

On delivering what we promise: careers, by C. Mansel Keene, 1:3, p. 5
100 years of USDA research, 2:4, p. 14
One of the Nation's oldest . . . Customs, by Arthur Settel, 4:3, p. 27
Open question: Change our sick leave system? by Elizabeth F. Messer, 5:1, p. 11
Organization—Door to opportunity, by Herman M. Somers, 3:1, p. 5
Organizational man-trap: the deputy chief, by David S. Brown, 5:2, p. 9

P

Partnership that won the West: the people and the public service, by James C. Spry and Harvey H. Shapiro, (2 pts.), 3:2, p. 30; 3:3, p. 30
Pendleton Room honors civil service act sponsor, 5:3, p. 18
People and the public service: the partnership that won the West (2 pts.), by James C. Spry and Harvey H. Shapiro, 3:2, p. 30; 3:3, p. 30
People business of government, by Hubert H. Humphrey, 5:4, p. 16
Performance potential: the fair measure, by O. Glenn Stahl, 3:3, p. 15

PERSONNEL MANAGEMENT

Don't throw away the book, by Donald R. Harvey, 3:1, p. 1
More about push-button personnel management, by Charles J. Sparks, 2:1, p. 20
Personnel—administration, management, and mission, by Seymour S. Berlin, 3:4, p. 2
Personnel management zeroes in, by Seymour S. Berlin, 2:3, p. 10

Personnel pacesetter—1960, 1:1, p. 7
PERSONNEL UTILIZATION, Performance potential: the fair measure, by O. Glenn Stahl, 3:3, p. 15
Physical scientists, Statistics (Employment focus) 1960, 2:3, p. 28
Place of appeals in the Federal personnel system, by Roger W. Jones, 1:2, p. 8
Polaris missile, Civil servants in Polaris, by Joseph E. Oglesby, 5:1, p. 29
Polynesian fire dance, 3:1, p. 20

POSITION CLASSIFICATION

BLS white-collar survey, 2:1, p. 26
Escalation—a challenge to management, by Warren B. Irons, 3:4, p. 1
Impact of the man on the job, by Warren B. Irons, 1:2, p. 1

P

New role for Air Force supervisors, by Thomas W. Nelson, 2:4, p. 5
Survey of grade structure, 1:1, p. 18
The "system" takes the rap, by O. Glenn Stahl, 2:2, p. 2
Unwarranted grade escalation, by Seymour S. Berlin, 5:1, p. 6
President meets with Federal family, 5:3, p. 1
PRESIDENTIAL TRANSITIONS, Top team must hit the ground running, by Roger W. Jones, 1:1, p. 2
Presidents—Statements on civil service, 2:3, p. 32
President's Awards for Distinguished Federal Civilian Service
1961, 1:3, p. 16
1962, 3:2, p. 4
1963, 4:1, p. 18
1964, 5:1, p. 17
President's Commission on the Status of Women, Facts, not fancy, about women in the Federal service, by Evelyn Harrison, 4:2, p. 21
Productivity, Improved, by Warren B. Irons, 4:2, p. 1
Program evaluation—why? by Milton I. Sharon, 1:4, p. 8
Project Mercury, Civil servants and the conquest of space, by Joseph E. Oglesby, 4:1, p. 23
Public Health Service, Civil servants at work: Crisis in Bolivia, 4:2, p. 14
Public official and the public interest, by Harlan Cleveland, 2:3, p. 14

PUBLIC SERVICE

Excitement of, by Stephen K. Bailey, 4:1, p. 5
New dimensions in, by C. Stewart Sheppard, 1:3, p. 10
Push-button personnel management, 1:1, p. 14
Push-button personnel management, More about, by Charles J. Sparks, 2:1, p. 20

Q

Qualification standards—their role in the quest for quality, by Raymond Jacobson, 3:4, p. 15
Quality recruit—Today's best bargain, by Robert Mello, 4:4, p. 10
Quality staffing, Manager's role in, by John W. Macy, Jr., 5:3, p. 5
Quiet revolution, by Evelyn Harrison, 3:2, p. 5

R

RECRUITING

Campus stakeout, by Sam N. Wolk, 1:3, p. 7
Manpower for missiles, by Robert F. Mello, 2:1, p. 7
The quality recruit—today's best bargain, by Robert F. Mello, 4:4, p. 10

RESEARCH AND DEVELOPMENT

Civil servants and the conquest of space, by Joseph E. Oglesby, (2 pts.), 4:1, p. 23; 4:2, p. 26
Civil servants at work: research for America's defense, by Scott D. Waffle, 5:2, p. 16
Civil servants in Polaris, by Joseph E. Oglesby, 5:1, p. 29
Civil service inventors, (2 pts.), 3:1, p. 10; 3:2, p. 8
Exhibit on Federal science and engineering, by William M. Ragan, Jr., 5:4, p. 2
Federal manager and the third revolution, by Glenn T. Seaborg, 5:2, p. 1
Manpower for missiles, by Robert F. Mello, 2:1, p. 7

R

Manpower in the technological revolution, by L. V. Berkner, 3:3, p. 12
Scientific manpower: progress and prospects, by Harold H. Leich, 3:4, p. 11
The scientist in the Federal service, by John W. Macy, Jr., 5:4, p. 22
We must close the communications gap, by John W. Macy, Jr., 3:2, p. 2
Wondrous world of the scientist in civil service, by William M. Ragan, Jr., and Lawrence H. Clark (2 pts.), 1:4, p. 16; 2:1, p. 12
Retarded, Commonsense approach to employment of, by Warren B. Irons, 5:1, p. 1
Retirement Act passed—40 years ago, 1:2, p. 11

RETIREMENT SYSTEM, CIVIL SERVICE

"Thirty-eight years is a plenty," by Elizabeth F. Messer, 5:2, p. 6
What price protection? by Andrew E. Ruddock, 5:3, p. 10

S

SALARY REFORM

Getting the most from salary reform, by John W. Macy, Jr., 3:3, p. 2
The why of salary reform, by John W. Macy, Jr., 2:4, p. 2
Science and engineering exhibit, Smithsonian Institution, by William M. Ragan, Jr., 5:4, p. 2
Science and government, The Federal manager and the third revolution, by Glenn T. Seaborg, 5:2, p. 1
Science and technology fellowship program, by John Will and Reuben Pomerantz, 5:3, p. 19
Scientific manpower: progress and prospects, by Harold H. Leich, 3:4, p. 11
SCIENTISTS—See Research and Development
Seal, Civil Service Commission, made official, 3:4, p. 4
Sick leave system, Open question: Change our sick leave system? by Elizabeth F. Messer, 5:1, p. 11
Smithsonian Institution, Civil servants at work: backstage at, by John C. Ewers, 4:4, p. 14

STAFFING

Performance potential: the fair measure, by O. Glenn Stahl, 3:3, p. 15
Staffing for the sixties, by Warren B. Irons, 1:4, p. 1
Stop . . . speak . . . & listen, by L. J. Andolsek, 5:1, p. 2
Supervisor-centered classification program, by Thomas W. Nelson, 2:4, p. 5
"System" takes the rap, by O. Glenn Stahl, 2:2, p. 2

T

Teachers to the Indian, Civil servants at work, by Thomas R. Hyland, 4:1, p. 14
Technological revolution, Manpower in, by L. V. Berkner, 3:3, p. 12
Teens on tour, 2:1, p. 24

TESTS

Performance potential: the fair measure, by O. Glenn Stahl, 3:3, p. 15
What's behind the tests? by Joseph E. Oglesby, 4:3, p. 15
Third revolution, The Federal manager and, by Glenn T. Seaborg, 5:2, p. 1
"Thirty-eight years is a-plenty," by Elizabeth F. Messer, 5:2, p. 6
Top team must hit the ground running, by Roger W. Jones, 1:1, p. 2
Training, National Park Service, Polynesian fire dance, 3:1, p. 20

Trends in employee court cases, by Lawrence V. Meloy, 1:1, p. 10
Turnover, Executive, Forecasting, by Ross Pollock, 1:2, p. 5

U

Uncle Sam's breadwinners, Civil servants at work, 3:1, p. 24
Unwarranted grade escalation, The manager, the classifier, and, by Seymour S. Berlin, 5:1, p. 6

V

Veterans Administration, A fair shake of the dice, by John S. Gleason, Jr., 4:1, p. 2
Veterans—Statistics (Employment focus), 3:1, p. 28
Vice President salutes the Federal service, by Lyndon B. Johnson, 2:4, p. 12
Vital link in America's defense chain, Department of Defense civilian personnel, 5:4, p. 19

W

Washington, D.C., Visitors, 2:1, p. 1
We must close the communications gap, by John W. Macy, Jr., 3:2, p. 2
Weather Bureau, Research Flight Facility, Civil servants at work: man against the storm, 3:2, p. 14
Weaver, John, Dear John Weaver, by Roger W. Jones, 5:4, p. 14
West, Partnership that won the, by James C. Spry and Harvey H. Shapiro, (2 pts.), 3:2, p. 30; 3:3, p. 30
What price protection? by Andrew E. Ruddock, 5:3, p. 10
What's behind the tests? by Joseph E. Oglesby, 4:3, p. 15
Why of salary reform, by John W. Macy, Jr., 2:4, p. 2
Woman's Award: See Federal Woman's Award

WOMEN IN THE FEDERAL SERVICE

Facts, not fancy, about women in the Federal service, by Evelyn Harrison, 4:2, p. 21
The quiet revolution, by Evelyn Harrison, 3:2, p. 5
Statistics (Employment focus), 1:2, p. 24; 3:2, p. 20
Wondrous world of the scientist in civil service, by William M. Ragan, Jr., and Lawrence H. Clark (2 pts.), 1:4, p. 16; 2:1, p. 12

Y

Youth, Courtship of, Blueprint for a courtship of youth, Nicholas J. Oganovic, 4:2, p. 8

CSC's whetstone for

Sharpening Employee Skills

by NICHOLAS J. OGANOVIC, Executive Director
U.S. Civil Service Commission

WHAT CAN A RELATIVELY SMALL Federal agency do to help its employees who—

- have gone as far as they can go with present education and skills?
- are hopelessly caught up in dead-end jobs?
- want someone to take a personal interest in their careers and advise them on their training needs and prospects?
- may need basic education and training not offered by the agency?
- want to get ahead but don't know how?
- have no idea *what* training help to get—or *where* to go for it?

About a year ago we asked ourselves these questions with regard to our own employees. Other agencies—larger ones—had asked the same questions, and a few of them had found workable solutions. But the Commission is a relatively small agency, so we sought solutions scaled down to our own capabilities.

We now have a skills development program—a workable one, we believe—that may be suitable or adaptable for other small agencies.

Our program is beamed at employees in the lower grades—employees who are trainable with regard to new skills; employees who have lost not only their unused skills but also their hopes for a better future and their faith that their organization would help them achieve it; employees who for various reasons (but mostly lack of education and training) have stopped dead still in their career tracks. Our goal was, and is, to re-start them, for their own good as well as that of the Commission.

It seemed to us that one of the shortcomings of the "standard brand" of career counseling is the counselor's lack of sincere personal interest in his clients. The fact is that he dispenses advice to too many clients for him to develop *personal* interest and *personal* involvement. Though his advice may be extremely sound, it is often viewed in the same manner as we view our fortune card from a penny weighing machine—"this may apply to somebody, but not especially to me."

To guarantee personal interest in our new skills development program, we decided to invite qualified higher grade employees to volunteer as counselors.

We wanted to extend a helping hand and give the employees reason to believe that new avenues of opportunity would be open to them if they cooperated. We could not guarantee that they would find themselves in higher grades at training's end. We could not wave a magic wand and make new jobs or career fields materialize. But we could help them to raise their sights, point them in the direction others had gone, and encourage them to become what they were capable of becoming.

Because of the nature of many of our activities, we have a large group of employees in grades GS–1 through GS–4. The majority are clerical workers who provide indispensable support to our personnel managers, planners, specialists, and technicians. They are performing well, doing some very vital work.

Many of them have been in grade a long time, but they either lack the skills or motivation that would boost them into higher grade jobs doing more responsible work. Now and then, one of them has been chosen for higher level training, but generally they have seen little upward movement from within their ranks. Many of them have quit trying to get ahead, and their potential has collapsed around the minimum skills they use day after day.

Let me make it clear that we value these employees. Over the years they have done their work commendably and without complaint. They haven't been "chafing at the career bit," and perhaps unknowingly

we have drawn some comfort from this. In earlier days we wouldn't have known what to do with aspirations more than one step ahead of proven capability.

However, events of recent years have given us no choice but to face up to the problem of employee skills slippage. For one thing, the Civil Service Commission was faced with increasing program responsibilities without compensating increases in authorized staff. In the fierce competition of a tightening labor market, we had to undertake a relentless search for talent from the lowest to the highest grades and skills levels. In order to produce more and better products with essentially the same number of people, we were consistently required to seek higher skills levels in a labor market that provided progressively fewer applicants from which to choose. To meet this challenge, we decided to explore first the possibility of identifying, developing, and utilizing latent or under-utilized talent among our present work force.

In addition, we were setting up a program for maximum utilization of employee skills and training—a program called Operation MUST.

This is a program that encourages agencies to make the most of their employees' ability and training at all levels in the organization. Ideally, it will operate to free higher level employees of the burden of performing work that lower grade employees can be trained to do.

We also were given new and weightier responsibilities for equal employment opportunity for minority group people, many of them in lower grade jobs and capable of doing better. This new emphasis on equal employment opportunity was underscored by Commission Chairman John Macy in November of last year when he called upon Federal agencies to do all they could to provide training and upgrading opportunities for their own employees.

With this leadership role in programs with Government-wide impact, we certainly had to pay close attention to our own programs. We asked ourselves: How can we make a special effort to help our lower grade employees develop and advance? Can we find some way to actively assist them (even if it should involve some very basic education) and then replace them with new hires as they move up and out? So we got to work.

IN SETTING UP our skills development program, we knew we had to have management support and cooperation from the Commissioners down to first-line supervisors. At all levels we found an air of optimism and a willingness to give the program a chance.

Some of the program's features were new to us. For one, the program had to be voluntary. Our aim was not to *select* employees for participation in established training, but instead to acquaint them with the program and let those who were interested volunteer.

A second feature was that training had to be tailored to meet employee needs and yet stay within the larger framework of the Commission's needs for particular skills and abilities. In this way the agency would also stand to gain.

A third basic feature was that training would be balanced at the end of the business day, with half of it offered during working hours and half after hours. Training would be designed to overcome limitations in basic abilities and to sharpen skills useful on the job—for example, typing and shorthand.

Finally, it would be necessary for counseling to go hand in hand with training in order to find out just what the employee needed in the way of training. Through counseling, each employee participating in the program would be able to discuss his training needs and work out a career plan with the aid of a counselor in a series of private interviews.

To assure uniformity of program operation, we established guidelines which we monitor to make sure they are followed to the letter.

Perhaps the most important of these was that counseling had to be confidential. Effective counseling would mean asking penetrating questions that would draw from the employee his innermost thoughts about himself. Perhaps for the first time in his life he would be talking of his hopes and dreams, regrets and failures.

Because of the delicate relationship to be set up between counselor and employee, it was imperative that information brought out in counseling sessions be privileged. It could not land in official records. Above all, the rights of the employees had to be respected.

Once a counselor succeeded in creating a climate of trust, it would be up to him to maintain it. It would not be easy, for we would be dealing with employees who, in many cases, would enter the program with fears that what they said might be used against them later.

To win over the skeptics would be the first order of business for the counselor. Only then could we hope to find out what the individual employee was thinking, what he hoped to do with the help of this program.

Yet the counselor had to realize his own limitations. He could ask thoughtful questions, listen patiently as the employee talked, and keep the employee informed of what was happening to affect his progress in the program. But he was not to make the employee's decisions for him.

For counselors we needed people who had an intimate knowledge of the Commission's organization, its programs, and career opportunities the agency could offer. We needed men and women who could deal effectively with employees in lower grades, who could lead them through a training program that would not be easy. And we needed volunteers who could do the job in addition to their regular duties.

Here again we found the cooperation we needed. Over 100 employees in grades 12 through 15 volunteered to serve as counselors. From this group we

selected 45 representing a variety of skills and from every major unit of the central office. I might add that in no case was an employee to be counseled by his supervisor or any other staff member of his own bureau.

For counselors we had the services of personnel management specialists, employee development officers, inspectors, and staff officers—plus an appeals examiner, a systems analyst, an attorney, and a management analyst. They were men and women who had come far in the organization and would bring their experience to bear on the problems of fellow employees.

We did not have on our staff a full-time counseling psychologist nor did we see the need, in view of our goals, to obtain the services of a specialist to do all the counseling. Instead, we obtained the services of one of our employees who had the temperament and special skills necessary to coordinate the program. Tony Hudson, who has a background in sociology and counseling and who was a personnel management specialist in our New York Region, joined the staff of our Personnel Division in the central office to train and guide counselors and monitor program development.

At this point we were ready to begin working with our clients.

ON THE WAY

Our next step was to interest our lower graded employees in the program. We would not pressure them. They had to want to improve themselves enough to volunteer. Letters went out to all central-office Commission employees in grades 1 through 4. The letters told them what we were offering, yet made it clear that their interest would have to extend to some after-hours training, too.

What we offered was a package of mixed blessings. Perhaps the employees would improve their chances for better paying, more satisfying work. On the other hand, they might find that they had to give more than they could get, that skills developed 20 years ago were just not there any longer. It was a chance many were willing to take. Nearly half of the employees who received letters sent word they were interested.

We were on our way. But we needed more information about individual employees in the group in order to map out a training program geared to their needs and interests—and to match up employees with counselors who could do them the most good. Questionnaires were sent to the employees asking about their education and work history. A few who had indicated an interest in the program dropped by the wayside at this point, but we came up with 220 employees who were still with us.

Group meetings followed, and at these meetings we brought the program into the open. We minced no words in telling employees about the plan.

Management would take a fresh look at them, and they would have a chance to express their job interests and training needs as they talked with counselors. But the training program could help them only if they put something into it. **We made no promises of promotions at the completion of training. We promised nothing more than an opportunity for them to aim higher and to do their jobs and any future assignments more effectively.**

Soon counselors and employees met face to face in the first counseling sessions. With this meeting, they began to take the first tentative steps toward establishing a relationship that would allow the employee to freely express his feelings about himself, his job, the failures of the past, and his hopes for the future.

These first counseling sessions brought us closer to an understanding of the individuals we would be working with. We found we had captured the interest of almost half of the employees in grade 4 jobs, about a third of those at grade 3, and a little over a tenth of the grade 2 employees.

Their educational backgrounds varied. There were close to 50 employees who had had some college training, about the same number with some training beyond high school, around 90 with high school diplomas, and about 20 who had not graduated from high school. And we had 15 with college degrees of one kind or another, mostly employees who entered the Federal service at low grades during the depression years. For them, the depression had never ended.

The employees' training needs were as varied as the backgrounds they brought to the program. As a result of counseling, a wide range of training needs was identified. Most needs were remedial in nature, designed to overcome a limitation in basic arithmetic or grammar or to regain a former skill in such fields as typing and shorthand.

Then we became concerned about the depth and seriousness of limitations in the individual employee. His training had to be within his grasp, and it had to be meaningful to him and to us. We could not, for example, be a party to his studying accounting—no matter how much he wanted to—if he couldn't even handle simple arithmetic. We could, on the other hand, help him gage the depth of his limitations and then assist him progressively in overcoming them.

After consulting with test experts, we selected the advanced battery of the California Achievement Test to use as a diagnostic yardstick. The battery, we felt, would measure the employee's capability at that moment, and would show us his academic level of performance in basic skills (arithmetic, language, and reading) and the frequency and nature of errors in these skills. Use of the test before and after training would provide a measure of an employee's progress.

We decided that test results would be helpful in setting up training plans for about 100 of the employees in the program and asked counselors to meet with them to pre-

sent the facts and answer questions. It was up to the employee to decide whether he wanted to take the test. The full test battery would last 5 hours and would not be the easiest test employees had ever taken. All but 10 employees gave their consent to undergo diagnostic testing.

Scoring and profiling of test results was a big job. Through our work-study contract with Howard University, we were able to get the services of a graduate student in psychology to help get the job done.

The next major step in our program was course development. Employees with similar needs and test scores were grouped together for instruction. We then began discussions with officials of the District of Columbia school board to set up a reimbursable agreement covering refresher training in typing, shorthand, arithmetic, and English—with the first classes scheduled for early June.

The tests also showed that some of our employees did not need remedial training. They were ready for something more. What they asked for in the way of training ranged from courses in accounting and business mathematics to instruction in supervisory skills and in card punch and ADP procedures.

We are not equipped to offer instruction in such a wide variety of subjects, but we can make arrangements for outside study, advise employees about correspondence courses that would be helpful, and encourage their enrollment at area colleges and universities or in adult education classes.

I AM VERY PROUD of our program—even though it is barely off and flying. Employees in the program will have a busy summer—with instruction four evenings a week. We will be engaged in followup on problems involving motivation and job performance, arrangements for more training to begin in September, and study of our internal promotion program in light of what we are learning in this program.

In a later issue of the *Journal,* I hope to describe our successes as well as our failures in the hope that others, in learning of our experience, may reap more of the former and fewer of the latter.

John Gardner, the very able Secretary of Health, Education, and Welfare, has stated his feeling that every institution must have "its own purposes and preoccupations, but over and above everything else that it does, it should be prepared to answer this question posed by society: 'What is the institution doing to foster the development of the individuals within it?' "

Are we at the Civil Service Commission doing enough?

Are you?

TRAINING DIGEST

TASK FORCE ON CAREER ADVANCEMENT

The appointment of CSC Chairman John W. Macy, Jr., to head a task force on Federal career advancement was announced by the President in his remarks at the dedication of a new hall at Princeton University on May 11. He said that he would ask Mr. Macy to study "an expanded program of graduate training which, with the help of the universities, can enlarge our efforts to develop the talents and broaden the horizons of our career officers."

The President also announced that he would recommend to Congress next year a program of expanding opportunities for those who wish to train for the public service. The legislation, he indicated, would cover:

- students planning careers in Federal, State, or local government
- colleges and universities seeking to enrich their own programs in this field
- State and local governments seeking to develop more effective career services for their employees.

PERSONNEL DIRECTORS SEEK MORE TRAINING

The Federal Government should work toward the development of an administrative staff college, Government personnel directors urged recently. This recommendation was one of a baker's dozen on training which were reported by four of the five workshops conducted by the Interagency Advisory Group in March at Airlie House, Warrenton, Va.

Here is a summary of other recommendations by the personnel directors:

Equal Employment Opportunity

- focus special attention on minority groups to make sure that they are involved in agency training efforts
- make special efforts to counsel minority group employees
- provide training for minority group employees in basic skills, such as grammar.

Equal Employment of Women

- develop training to update the skills of women who return to the work force

- identify and reassign women already in the work force whose skills are not being fully utilized.

Improving Personnel Staffs

- train managers in their personnel responsibilities
- use existing interagency training more effectively
- get personnel people into general management training
- provide a comprehensive, basic course for recent entrants into personnel occupations
- provide more training in the evenings.

Employee-Management Cooperation

- provide more training on employee-management cooperation such as on negotiations and contract administration.

Staffing for New and Expanded Programs

- gear training to prepare employees for broader responsibilities
- emphasize interagency exchanges of employees in executive development programs.

OPERATION "MUST"—

Maximum Utilization of Skills and Training

Government agencies, facing labor shortages in some categories, need to improve their manpower utilization and develop action programs for training, the Commission stated in Bulletin 410–9, released recently to all agencies. A large manpower pool is still available, made up of young workers 16 to 21, minority groups, women returning to the labor market after their children have grown, and older workers. Some of these workers, of course, will have special training needs.

The Commission recommended a program including steps to improve the quality of education of potential recruits, accelerated training for new employees, and the upgrading of the skills of currently employed persons. (See Bulletin 410–9, Apr. 18, 1966.)

EXCHANGE PROGRAM

Up to 50 employees from State universities will be selected for a year of service with the Office of Education as research, program, or administrative assistants, GS–11. Titled the "Cooperative Career Development Project," the program seeks to provide persons, preferably under 35 years of age, with an understanding of Federal-State-local relationships in the field of education. The program is authorized by Title V of the Elementary and Secondary Education Act of 1965 (P.L. 89–10).

A similar exchange program was authorized for the Department of Agriculture in 1959 (7 U.S.C. 1881).

PRECOLLEGE PROGRAMS FOR DISADVANTAGED

Grants to 55 institutions by the Office of Economic Opportunity authorize the enrollment of 4,907 secondary students in 36 States and Puerto Rico in precollege programs for disadvantaged youths. The program, designed to motivate college attendance, includes summer residence on a campus, counseling, and academic work.

The program is expected to grow to 200 grants reaching about 20,000 disadvantaged youths, reported Arthur S. Flemming, Chairman of the Upward Bound Council of the Office of Economic Opportunity.

TRAINING NOTES

Reduction in force actions in which an agency waives qualification requirements in reassigning an employee should be accompanied by a determination by agency officials of "what specific training or pattern of assignments, if any, would be needed to compensate for the employee's qualifications deficiencies and to bring him up to a fully satisfactory level of performance," the Commission stated in a revision of the Federal Personnel Manual (FPM Inst. 69, Apr. 20, 1966).

Veterans are expected to take advantage of the new GI bill (P.L. 89–358) in summer sessions this year. Application forms were made available at VA offices, all major colleges and universities, high schools, and educational centers by June 1, the effective date of the new law.

Training during regular working hours should be recognized as time worked, declared the Commission in a bill report to Congress, adding that it did not favor asking employees to make up time spent in training under the Government Employees Training Act. The bill (H.R. 7154) would permit agencies to adjust tours of duty for training not conducted under the Act.

The proposed Federal Staff College ought to provide senior career officials an opportunity to view their agencies and agency programs freed from constricting influences and in an atmosphere which stimulates clear thinking as to Government's role in our society, says John Corson in "Men Near the Top" (New York, Committee for Economic Development, 1966).

Department of Defense has created an Office of Management Education and Training, headed by Dr. Nathan Brodsky.

—Ross Pollock

Future Goals for Public Service

by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

"The hearts of our cities are rotting. The human cost of urban decay is high and alarming. . . . We must concentrate every available resource—in planning, in housing construction, in job training, in health facilities, in recreation, in education—to improve dramatically the living conditions of the urban core. . . ."

—from his commencement address at Dartmouth College, Hanover, N.H., June 12, 1966.

WHEN THE MEMBERS of this class reach the advanced age of 55, the year will be 2000. You will be members of the prime leadership generation on the eve of the 21st century. The promise and the problems of that seemingly infinite date will be the reality of your time.

Certain conditions of that day have already been predicted by the forecasters with the aid of statistical data, historical trends, and the marvel of the computer. They predict that the population will approach 315 million, 125 million jobs will be needed, average income will be $6,000, and average hourly pay $7.50. Nine out of ten Americans will be living in super-cities or their suburbs. In technological developments, 30 years of moon exploration will have been completed, commercial supersonic flight will have further contracted time and space in global travel, satellite-based communications will have further linked all people, and artificial control of climate and even of human behavior may be within the grasp of man.

But what of the quality of life for Americans in the year 2000? Can social and political developments keep pace with the accelerated change generated by science and technology? What forms of future governance will Americans evolve to assure that fundamental principles of democracy and individual freedom are not sacrificed in the name of material progress? What safeguards can be erected to protect the citizen from negative or destructive byproducts of growth and change?

There is a growing awareness in university, business, and government circles of the necessity to be future-oriented and to explore systematically the possible future for our Nation and for the international community. At the moment, a number of serious proposals for the creation of research institutions focused on the future are in the process of development. They are aimed at providing the knowledge, conceptual tools, and services necessary for improved planning and policy development by leadership forces in the country, and contributing to the creation of a better-informed public with respect to the needs for the future.

ABILITY TO PLAN with greater reliability for the future becomes increasingly important as the pace of change accelerates. Since the Renaissance, the western world has pursued change as a way of life. Soon after the formation of the American republic, deTocqueville remarked on the disposition of its citizens to cherish change. Yet even in the United States, change has not always been purposeful nor have its consequences always been welcome.

Today, because resources available to governments are immeasurably greater than ever before and the courses of action taken by governmental and private agencies are interacting in more intimate and complex ways, we are becoming more concerned over the need to understand what is implied by alternate courses open to us. The decision-makers of the future must be equipped with the products of such forward thinking generated by the best minds with the most advanced techniques.

Here is another area of intellectual pursuit where the universities can contribute fruitfully to the national future through research and scholarly discussions. The liberal arts institution possesses assets peculiarly suited to such study. It offers the broad sweep of learning and the opportunity for a congenial interdisciplinary approach. Perhaps a research seminar addressed to the solution of basic future problems would prove a challenging successor to the Great Issues program at Dartmouth.

It is over this bridge from the present to the future that I would transport you from the world of academia to the problems of public service. The catalog of public problems is large and diverse, the determination of priorities for action difficult and hazardous. But I would identify and describe one with an imperative for immediate action—action which must build toward that distant future: the social and physical problems of our cities.

Yes, in 2000, 90 percent of Americans will live in the metropolitan complexes of our country. These will be the centers in which you work and live—unless, of course, you find some way to remain in Hanover. In all likelihood, your work will be pursued in the core city, your home will be in suburbia or exurbia. This living pattern may permit an escape from the critical needs of the city, but it is increasingly unlikely. The interrelationships of metropolitan existence will be too compelling to permit escape.

THE KEYNOTE for action on the urban front was sounded by the President in his description of the objectives of the Great Society. He called for "a place where every child can find knowledge to enrich his mind and to enlarge his talents. It is a place where leisure is a welcome chance to build and reflect, not a feared cause of boredom and restlessness. It is a place where the city of man serves not only the needs of the body and the demands of commerce, but the desire for beauty and the hunger for community." And specifically for the city, he said:

> "It is harder and harder to lead the good life in American cities today. The catalog of ills is long. There is the decay of the centers and the despoiling of the suburbs. There is not enough housing for our people or transportation for our traffic. Open land is vanishing and old landmarks are violated."

The rising and inescapable tide of urbanization is bringing with it two dire and drastic problems: the problems of urban decay and the problems of urban growth.

The hearts of our cities are rotting. The human cost of urban decay is high and alarming. The poor, the disadvantaged, the discriminated against are increasingly concentrated into tight, squalid ghettos—deprived of a decent environment, with little opportunity and less hope. This is the gray, ill-prepared, tragic driftwood of our otherwise affluent society.

We must concentrate every available resource—in planning, in housing construction, in job training, in health facilities, in recreation, in education—to improve dramatically the living conditions of the urban core. This will require a great and concerted effort on the part of local leadership, both public and private.

While the Nation has been making gigantic strides in space and defense technology, our cities are still operating with many of the same techniques and traditional assumptions they have used for decades. It is not necessary to do more than list a few of the neglected areas in our domestic society—poor schools, inadequate medical care, air and water pollution, traffic congestion, rundown housing, formless urban sprawl, and human deprivation. Currently, large expenditures are made to mitigate these conditions, but relatively little effort is being made to find new or improved ways of attaining long-range urban objectives. This situation must be changed if our cities are to reap the benefits that can be provided by American ingenuity.

There is a rising desire on the part of urban leadership to search out new and better ways for attacking the problems of city management, planning, and resource allocation. However, in terms of the magnitude of the problems, too few imaginative people

from many different disciplines have been mobilized to find new approaches.

It is the mobilization of talent and imagination to attack these problems that constitutes an urgent demand upon public administrators. The needs are evident in every profession. Public service to build better cities demands the engineer and planner, the teacher and social worker, the doctor and health technician, the lawyer and manager. But the demand is for the specialist with the broad view and with the public commitment. The shortage is critical in every major city for administrative, professional, and technical manpower.

THE CITY MUST also become the arena in which renewed and special efforts are made to complete democracy's unfinished business—the true equality of the Negro in American society. Although our attention is drawn by shock and disbelief to the conditions of inequality in the rural south, concentration on northern urban failures is imperative if equality is to be a reality as well as a recently reaffirmed legal fact. No American can be exempted from a part in fulfilling the rights now recognized and expressed by Congress in the civil rights statutes of the past 2 years (and hopefully this year), and by court decisions over the past 12 years.

The reasoning and emotion of the recent White House conference "To Fulfill These Rights" impressed all present, white and Negro, from across the country, that we must now move from opportunity to achievement, and as the President expressed it at Howard University a year ago—"to shatter forever not only the barriers of law and public practice, but the walls which bound the condition of man by the color of his skin.

"To dissolve, as best we can, the antique enmities of the heart which diminish the holder, divide the great democracy, and do wrong—great wrong—to the children of God."

We must find the means for eliminating the black ghettos and for breaking the white suburban noose around our cities. We must remove the disability of segregated education, whether imposed by de facto conditions or past practice. We must develop and share with all Americans the assets of culture and natural beauty. We must move from protest demonstration to the demonstration of actual change and progress. We must face the difficult task of organization for action and problem solving. We must contribute our individual capability in a special public service to overcome America's long-term human disability.

THE NECESSITY OF THE YEARS leading to the century's end will not be limited to this urban portion of the public sector. The problems of international relations, national security, research and development will place their demand for the participation of the talented in all professions. But this urban problem area is more critical and more immediate. In these real and ever-present public issues are the opportunities for the type of public service Plato described so long ago—

"But when their turn comes, toiling also at politics and ruling for the public good, not as though they were performing some heroic action, but **simply as a matter of duty.**"

In a widely read report last year, John Gardner sounded a warning and a plea for future leadership when he discussed the subtle and powerful ingredients of "the antileadership vaccine." I prescribe the antidote to this vaccine in a call for public-service leadership, drawn from the many intellectual disciplines and diverse professional preparations, for the improvement of the quality of urban life. The Dartmouth high tradition of solid liberal-arts education provides the ideal foundation for such a service of commitment.

Yet this service involves many patterns. I tend to encourage a total career. But there are other equally effective options—the volunteer service with VISTA (the domestic Peace Corps) or the Teachers Corps for the short term; the "in-and-out" service with a combined public and private career; the "extra-curricular" service in after-hours contributions of time and talent.

When he stimulated the Federal service with his standard of "a proud and lively career" and invited "daring and dissent" to foster ideas and innovation, President Kennedy was reflecting his personal philosophy derived from the Greek concept of happiness: "The exercise of vital powers along lines of excellence, in a life affording them scope."

Public service, then and now, affords just such an opportunity. The accumulated vital powers in leadership and performance are an essential in preparing the way for a 21st century not only quantitatively enormous and technologically beyond imagination, but with freedom and opportunity enhanced and the quality of life for all mankind improved.

May these fine Dartmouth years lead on to some public service for your community and your country. May the talents and capabilities developed here contribute to the drive for peace, progress, and human development.

In closing, I offer a commencement prayer to sum up these aspirations in the words of Stephen Vincent Benet, as distributed by Adlai Stevenson as his final Christmas greeting:

"Grant us a common faith that man shall know bread and peace—that he shall know justice and righteousness, freedom and security, an equal opportunity and an equal chance to do his best, not only in our own lands, but throughout the world. And in that faith let us march toward the clean world our hands can make."

LEGAL DECISIONS

ACCEPTABLE LEVEL OF COMPETENCE

The requirement in the Federal Salary Reform Act of 1962 that entitlement to a within-grade salary advancement be based on the employee's maintenance of an acceptable level of competence has passed its first judicial test. In *Creamer* v. *United States,* February 18, 1966, the Court of Claims rejected plaintiff's claim for salary which had been denied under this authority. Petition for review by the Supreme Court was filed on May 19, 1966.

DISABILITY RETIREMENT

Cantrell v. *United States,* Court of Appeals, 4th Circuit, January 25, 1966. In most law schools Conflict of Laws is a required subject. The reason for this is that a lawyer is not infrequently confronted with a situation where there is a question whether the law of State A or the law of State B applies. Plaintiff in this case thought that there was a conflict between two Federal personnel laws, the Employees Compensation Act and the Civil Service Retirement Act, that should be resolved in his favor.

In 1952 the Federal Employees Compensation Board ruled that as a result of an injury on the job he had a 61-percent partial disability in his leg and awarded him $10,655.43 in compensation benefits. In 1957 the Commission approved an application filed by his agency for retirement on disability. In the Retirement Act "disability" is defined to mean totally disabled for useful and efficient service in the grade or class of position last occupied. Plaintiff contended that the ruling of partial disability by the Compensation Board should prevail.

The court ruled against him, stating that "the Compensation Act and the Retirement Act cover very different situations. The former provides compensation in lieu of damages for injuries sustained in the course of the work, and the Board is primarily concerned with the nature and extent of such injuries and damages. On the other hand, a disability subjecting an employee to retirement need not be work-related. The Civil Service Commission's inquiry is primarily directed not to the nature of the injury itself, but to the employee's general ability to perform his duties. . . . The Board and the Commission exercise their respective jurisdictions independently and each makes its own factual determinations."

RESIGNATIONS

Goodman v. *United States,* Court of Appeals, D.C., March 10, 1966. Resignation cases still continue to give the courts trouble (see *Journal,* Vol. 6, No. 3). Witness the quotation from this case.

"We believe that, in Government employee separation cases where the element of voluntariness with respect to a resignation is raised, there should be a hearing before the Commission similar to that approved by the court in *Dabney.* Only in this way can the facts with reference to the alleged promises and coercion be developed with any degree of reliability. We therefore remand this case to the District Court with instructions to remand it to the Commission for a *Dabney*-type hearing." Earlier in the opinion the court had referred to the hearing in the *Dabney* case as "an evidentiary one at which the employee was represented by counsel and at which all parties to the resignation episode, including the employee, testified."

REMOVAL—CAUSE

Taylor v. Macy, District Court, California (C.D.), March 3, 1966. On appeal, the Commission upheld the plaintiff's removal on the basis of two specifications relating to two arrests and convictions for violation of the California Penal Code. The code provides that under certain conditions a defendant may be permitted to withdraw his plea of guilty and enter a plea of not guilty, and the court shall thereupon dismiss the accusations against the defendant who shall be released from all penalties and disabilities resulting from the offense or crime of which he has been convicted. Plaintiff had taken advantage of this provision and had his two convictions expunged. He argued that this left the removal action without a proper basis.

The court ruled against him, stating in part: "While the State of California has forgiven the petitioner to the extent of releasing certain penalties and disabilities, the acts continue to exist and it would be absurd to find that the executive authorities were arbitrary and capricious in considering these expunged convictions in assessing the character of the petitioner in proceedings for the removal of a civil service employee, nor would it be arbitrary and capricious to denominate the acts as major offenses of misconduct."

—John J. McCarthy

The AWARDS STORY

RECORD AWARD FOR COST REDUCTION

An Agency for International Development engineer, whose inventiveness has saved the Government more than $4.5 million, has received a $5,000 award as recognition for his significant cost-cutting accomplishment. The $5,000 Special Achievement Award, largest made to an employee for a cost-reduction contribution since President Johnson launched the Government-wide War on Waste in October 1964, was presented to Paul Katz, Chief of the Telecommunications Branch of AID's Office of Public Safety, on March 23.

Working mostly on his own time at home and in the office, Katz developed special radio transceiver sets which are now being used by Vietnam police in security operations. These sets which resemble but are different from "walkie-talkies" provide better service than the transceivers previously used and cost only about one-fourth as much. Cost of one model is $146 compared with $700 for previously available equipment. Another model costs $215 as against $850 for the much less versatile unit formerly used.

Since November 1965 AID has financed more than 8,000 of the radio sets developed by Katz at a procurement saving of $4,690,000. In addition to their use in Vietnam, the sets are scheduled for AID public safety programs in Costa Rica, Colombia, Thailand, Laos, and Guatemala.

Katz saw the need for the type of radio sets he developed while serving in Vietnam from 1961 to 1963. He found that the radio equipment being used by village and city security forces was either too specialized, too sophisticated, or too costly for the task. In addition, it didn't offer the versatility needed for police operations.

What the Vietnamese needed, he found, was tough equipment, easy to operate and maintain, that could operate over a 20-mile range ground-to-ground in a variety of situations. It had to be lightweight, capable of being carried on patrols, easily mounted on a vehicle and dismounted, usable as a base or relay station, and run off regular batteries or house current. Above all, it had to be low in cost. He tackled the problem on his return to the United States and less than a year later, in March 1965, several prototypes were field-tested in Vietnam. The first production models were on their way to Vietnam in November of that year.

One of Katz's transceivers is about the size of an American portable typewriter. Its range varies from 10 to 20 miles, depending on the terrain and the antenna used. It comes with a radio-telegraph plug-in device which will increase this range and permit transmission of coded messages needed in police operations. Another attachment is a repeater unit, allowing the transceiver to be set up in chain fashion: for example, an attended set in a valley, hooked to a relay set on a hilltop, with a third set in another valley on the other side of the hill. The transceiver can be carried and operated while in a knapsack on a man's back, or can be mounted on a dashboard or used as a base station. To ease maintenance and spare-parts problems, the insides of the two models developed by Katz are interchangeable.

$4.5 MILLION COST CUTTER—Paul Katz (right) is quizzed by AID Administrator David E. Bell on one of the improved, low-cost transceivers Katz developed for use by Vietnamese police. Savings on 8,000 of these new transceivers total over $4.5 million. Katz's Vietnamese wife attended ceremony at which her husband received $5000 in a cash award. (*AID photo*)

Katz, 41, came to AID in 1961. Before that, he worked for Bell Laboratories and RCA. In 1963 he received AID's Meritorious Service Award for his work in establishing the Joint Communications Center in Saigon.

TOP RECOGNITION FOR COST-CUTTERS

"Outstanding efforts often go unrecognized, unappreciated, and unrewarded. This ceremony is designed to remedy that tendency."

The words are those of Secretary of Agriculture Orville L. Freeman. The occasion was the presentation on April 5 of a new award—the Special Merit Award for Outstanding Cost Reduction Achievement—initiated by Secretary Freeman to give top-level recognition to individuals or groups of employees who make outstanding contributions to the department-wide effort to cut costs. The Special Merit Awards are over and above any cash incentive awards or other honorary awards for which specific cost-reduction contributions may be eligible.

The special nature of Agriculture's ceremony prompted an unusual visit to the Department from the President,

PRESIDENTIAL "THANK YOU"—President Johnson congratulates Herbert J. Dutton, supervisory chemist, Agricultural Research Service, Peoria, Ill., one of 37 Agriculture employees honored at a special ceremony for their contributions in the Department's "War on Waste." Dutton, together with Verle L. Davison, simplified a laboratory procedure that cut processing time from 1 week to 1 hour, saving man-hours valued at $34,700 the first year. (*Agriculture photo*)

who congratulated the 37 Merit Award recipients for cost-cutting suggestions and management-improvement actions and projects having a total dollar value of over $26 million.

SUGGESTION SAVES $1.1 MILLION

Larry Fahey, a supervisory planner and estimator at the Naval Ordnance Plant, Louisville, Ky., has been awarded $2,235 for a suggestion that reduces the cost of equipping Destroyer Escort vessels.

Fahey proposed that a different type of chain hoist be substituted for one scheduled to be used on the 5-inch, 50-caliber gun mounts of the DE's. The smaller hoist reduces the weight of the gun mount by about 6,500 pounds—a critical factor in this type of vessel—and cuts installation and maintenance time valued at $1,182,269 during its first year of use.

IDEAS SAVE $3.5 MILLION

Over 6,000 cost-cutter ideas adopted, with more than $3.5 million in first-year dollar benefits from them and over $153,000 in cash awards made to employees for their successful ideas.

These are the impressive results to date of Navy's recent WOW (War on Waste) promotion of employee suggestions on how to reduce Navy costs. The WOW program, conducted in more than 135 naval activities, is expected to yield additional dollar benefits after study and action is completed on the more than 42,000 cost-cutter ideas submitted by employees during the special effort.

Navy's Electronics Supply Office, Great Lakes, Ill., is typical of many naval activities that supported the WOW drive with great enthusiasm. That activity received 605 cost-cutting ideas in the 5-week WOW period from its 1,035 employees. It adopted 161 ideas out of the 511 on which final action has been taken and realized $35,485 in first-year benefits from the adopted ideas. When asked the reason for this fine record, Capt. Frederic W. Corle, Commanding Officer at ESO, stated:

"Today, more than ever before, we need ideas for improvement and the constructive criticism of our people to aid in the conduct of our mission. These ideas and criticisms serve as effective weapons against spiraling costs. However, if we are to expect our people to interest themselves in our operating problems and to adopt an attitude of working with as well as for management, we must assure them that their suggestions are vitally needed and sincerely appreciated. I can think of no better way to establish and maintain a work climate which will engender innovation and constructive thinking than prompt and appropriate recognition for a job well done."

COST-CUTTING LINKED TO AWARDS

Being alert to opportunities for timely recognition of major cost-reduction achievements is just good management practice, according to Thomas D. Morris, Assistant Secretary of Defense for Manpower. Writing in the Spring 1966 issue of the DOD Cost Reduction Journal on "The Incentive Awards Program as a Management Tool," Mr. Morris says:

"We need closer, continuing coordination between the cost-reduction program and the incentive awards program in order to achieve the full potential offered by each of these programs. There are many cost-reduction achievements for which individuals and groups warrant recognition and encouragement, and the incentive awards program is a flexible instrument through which the most appropriate type of recognition in any particular case can be extended. There undoubtedly are persons responsible for major cost-reduction achievements who are eligible for awards and who are not now being recognized; supervisors should be alert to take advantage of the wide range of awards which are available."

COST-CUTTERS GIVEN SPECIAL DISTINCTION

A new Cost-Cutter of the Quarter Award has been established by the Department of Commerce to give added recognition to employees who make the most significant dollar-saving suggestions during each quarter of the year.

The award is in the form of a desk pen set bearing the inscription "Commerce Cost Cutter" and the name of the recipient. Three Cost-Cutter Awards will be presented by Commerce's Assistant Secretary for Administration each quarter. Selections will be made by the Department's Incentive Awards Board from nominations submitted by Commerce bureaus.

—Philip Sanders

SHELF-HELP

RECENT BOOKS ON EXECUTIVES

THE PRESIDENT'S PRINCETON SPEECH of May 11 spotlighted the need to "develop the talents and broaden the horizons" of our career executives. The Civil Service Commission's budget request for 1967 included a new activity called "Federal Executive Manpower"—an indication of the high priority being placed on the development and utilization of executive manpower.

Industry, too, has been concerned with its executive talent. Recent articles by Peter Drucker and Roger Blough in the Harvard Business Review have underscored the problems and opportunities of young executives in business today.

Within the last year, four very worthwhile books have shed some light on executives in both Government and industry. Reading broadly in this area will be profitable not only for executives in Government but also for those aspiring to executive positions.

The Assistant Secretaries. Dean E. Mann with Jameson W. Doig. The Brookings Institution, 1965. 303 pp.

Political executives in the Federal Government are the subject of this interesting book. One hundred departmental under secretaries, assistant secretaries, and their counterparts in independent agencies were studied in detail. They represent approximately one-sixth of the persons who have held these positions under Presidents Roosevelt, Truman, Eisenhower, and Kennedy. This study is devoted mainly to how and why these individuals were chosen for these important positions. A major recommendation by the authors is that continuous efforts are needed to search within Government to find qualified career employees who are "willing to assume the prestige, burden, and risks of political executive positions." This is significant because President Johnson has already demonstrated his willingness to appoint careerists to top positions in Government. Reading this book will help careerists better understand their political superiors and see them in a broader perspective.

Men Near the Top. John J. Corson and R. Shale Paul. The Johns Hopkins Press, 1966. 184 pp.

This timely book is concerned with the 5,000 career people in the Federal Government who hold supergrade positions. The authors estimate that within the coming decade 4,000 new men and women with similar qualifications and experience will be needed to fill vacated or additional supergrade positions.

The authors answered two basic questions: What are Federal executives like and what do they do? The statistical material is impressive but not overwhelming as it is interspersed with narrative case studies. The authors categorize career civilians at the top into three distinct groups: program managers, supporting staff managers, and professionals. Roughly one-third of supergrades fall into each group. The information in this book is valuable, although one can question the usefulness of conclusions about tomorrow's career patterns based on data about the careers of today's executives.

The Business Executive in a Changing World. William Norman Mitchell. American Management Association, 1965. 208 pp.

General executives are special kinds of people. According to the author, their success depends upon a deep understanding of the nature and limits of their authority. Executive success requires the knowledge of how to organize one's efforts and how to motivate men. The author tackles these and other process-oriented subjects with a knowledge gained in 38 years of management consulting. He views executive manpower as the "prime problem" of modern business.

Executives of one organization said that their greatest responsibilities were: selecting individuals for advancement with "utmost care," disciplining them with firmness, rewarding them with liberality, backing them up with competent replacements, providing them opportunities to broaden their experience, and encouraging them to develop their full potential as executives. This is a dynamic view of responsibility for any executive.

The Young Executives. Walter Guzzardi, Jr., The New American Library, 1965. 225 pp.

This book began as an article in Fortune. It is a reporter's book—fast paced, readable, and current. Yet it rests on the solid foundation of research involving several thousand questionnaires and many interviews.

The young executives in this study are a far cry from the "organization men" of the 1950's. Their concern is not what the organization will do *to* them, but what their organizations can do *for* them. They see the organization offering opportunities for freedom of action, for achievement, for effective self-expression.

The statistical profiles are as interesting as the candid interviews described by the author. What books and magazines young executives in business read, how they vote, and what their financial assets are constitute a chapter entitled "The Cocoon That Surrounded Him." Young executives in Government will want to compare their attitudes with those of their counterparts in business.

—William A. Medina

U. S. GOVERNMENT PRINTING OFFICE : 1966 O - 223-230

vember 1965, he asked Chairman Macy to coordinate the activities of Federal departments and agencies, and to report to him every 90 days.

In the June report, Mr. Macy pointed out that vigorous action to provide better service continues on many fronts throughout the Government. Excellent materials have been developed on the subject, agencies have provided training to thousands of employees, and GSA has trained more than 4,200 employees in better writing techniques.

Correspondence is being handled more rapidly. One agency estimates a time reduction of 25 percent in replying to White House referrals. Office hours of Federal agencies continue to be extended. Agencies are providing special awards to employees for exceptional service to the public.

Mr. Macy's report advised the President that the Civil Service Commission had opened 29 of its projected 65 Interagency Boards of U.S. Civil Service Examiners, each of which includes a one-stop job information center. Improved service to the public on Federal job opportunities is resulting. All 65 boards will be operating by the end of this year.

Mr. Macy further reported on the opening in Atlanta of the first one-stop Federal Information Center to provide information to the public on Federal activities. This center (which opened on July 11) is operated by the General Services Administration. It represents an important new concept in providing better service to the public. It will enable a citizen with a problem to get fast, accurate information directing him to the Federal agency best prepared to deal with his need. A network of such centers is in the planning stage.

THE SECOND EXECUTIVE SEMINAR CENTER of the Civil Service Commission will be opened in September in Berkeley, Calif. Under the direction of James R. Beck, Jr., formerly director of the first such center (Kings Point, Long Island), the new center adjacent to the University of California campus will provide mid-career Federal executives in the West with advanced instruction in public administration, Federal policies and programs, and management and organization. Students at the center will have an opportunity to use the university library and will have access to cultural events on the campus. Administered by CSC's Office of Career Development, the center is operated as an interagency facility, with each participating agency sharing in the operating costs.

CAREER SERVICE AWARDS were presented to 10 Federal career employees April 29 by the National Civil Service League. Two women were among those selected for having made "significant contributions to excellence in Government."

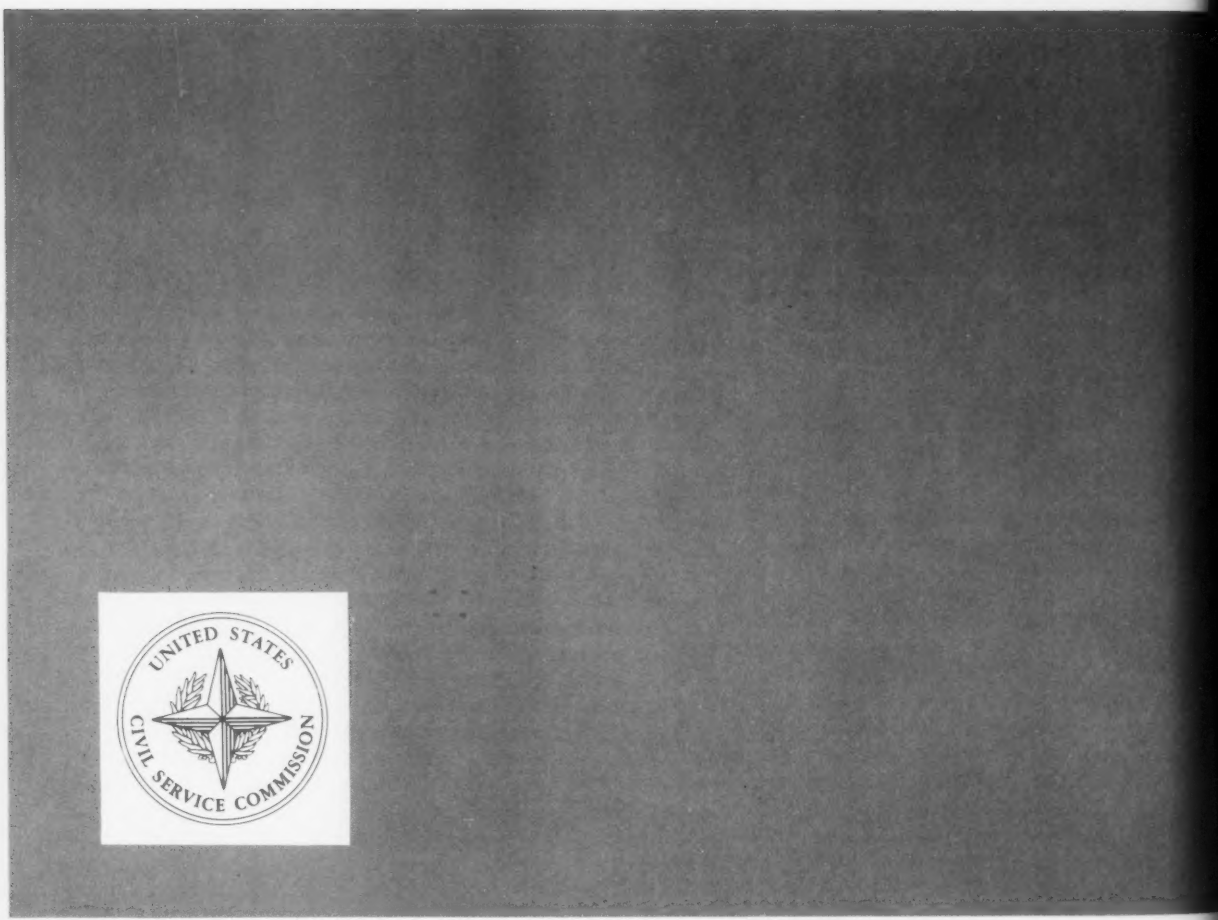
Persons honored were: Oscar Bakke, Eastern Regional Director of the FAA; F. Stewart Brown, Chief of the Bureau of Power, Federal Power Commission; William O. Hall, Assistant Administrator of the Agency for International Development; Dwight A. Ink, Assistant Secretary of the Department of Housing and Urban Development; Paul H. Riley, Deputy Assistant Secretary of Defense; Joseph J. Sisco, Assistant Secretary for International Organization Affairs, State Department; Dr. Charlotte Moore Sitterly, physicist with Commerce Department's National Bureau of Standards; Bernard Strassburg, Chief of the Common Carrier Bureau, Federal Communications Commission; Miss Mary E. Switzer, head of the Vocational Rehabilitation Administration, HEW; and Ellis H. Veatch, Chief of the Military Division, Bureau of the Budget.

—*Bacil B. Warren*

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)



V
6
4

A
R
I
U
N
6
X